Disclaimers

Our role is advisory only. The Government of Alberta is responsible for all management functions and decisions relating to this engagement, including establishing and maintaining internal controls, evaluating and accepting the adequacy of the scope of the Services in addressing The Government of Alberta needs and making decisions regarding whether to proceed with recommendations. The Government of Alberta is also responsible for the results achieved from using the Services or deliverables. Our work was limited to the specific procedures and analysis described herein and was based only on the information made available through April 2021. Accordingly, changes in circumstances after this date could affect the findings outlined in this Report. We are providing no opinion, attestation or other form of assurance with respect to our work and we did not verify or audit any information provided to us.

Our Services were performed and this Report was developed in accordance with our engagement letter dated April 30, 2021 and are subject to the terms and conditions included therein.

This information is strictly confidential and has been prepared solely for the use and benefit of, and pursuant to a client relationship exclusively with, The Government of Alberta (“Client”). This Report should not be copied or disclosed to any third party or otherwise be quoted or referred to, in whole or in part, without the prior written consent of PwC. In the event that this Report is obtained by a third party or used for any purpose other than in accordance with its intended purpose, any such party relying on the Report does so entirely at their own risk and shall have no right of recourse against PwC, and its Partners, directors, employees, professional advisors or agents. PwC disclaims any contractual or other responsibility to others based on its use and, accordingly, this information may not be relied upon by any third party. None of PwC, its Partners directors, employees, professional advisors or agents accept any liability or assume any duty of care to any third party (whether it is an assignee or successor of another third party or otherwise) in respect of this Report.

In preparing this Report PwC has relied upon information provided by, amongst others, The Government of Alberta and other listed stakeholders. Except where specifically stated, PwC has not sought to establish the reliability of the sources of information presented to them by reference to independent evidence. The financial analyses presented in this Report are based on estimates and assumptions, and projections of uncertain future events. Accordingly, actual results may vary from the information provided in this Report, and even if some or all of the assumptions materialize, such variances may be significant as a result of unknown variables.
In response to the Fair Deal Panel Report’s recommendation of establishing a provincial police service, the Ministry of Justice and Solicitor General contracted PriceWaterhouseCoopers LLP to prepare a Transition Study report to assess the operational requirements, processes and costs of Transitioning from the RCMP to an Alberta Provincial Police Service.

The executive summary identifies the approach and scope of the Transition Study and a brief overview of the current and proposed future state operating model and the associated costs.
The Government of Alberta received the Fair Deal Panel Report on June 17, 2020. One of the recommendations presented was to “establish a provincial police service by ending the Alberta Police Service Agreement with the Government of Canada”. The Ministry of Justice and Solicitor General contracted PricewaterhouseCoopers LLP (“PwC”) to develop a Transition Study in response to this recommendation to be presented on April 30, 2021.

The purpose of the Transition Study is to assess the current services, capabilities and costs of RCMP services in Alberta, and support the development of a new provincial policing model that may be considered by the Government of Alberta, and the potential costs and steps required to transition from the RCMP. This report will be provided to Cabinet to assist in future decision making processes and to inform next steps for the Government of Alberta.

This report does not provide a recommendation to the Government of Alberta about whether or not it should pursue the creation of an Alberta Provincial Police Service.
### Approach to the Transition Study

The Transition Study was completed using a five phased approach from October 2020 - April 30, 2021:

<table>
<thead>
<tr>
<th>Phase</th>
<th>Description</th>
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<tbody>
<tr>
<td>1</td>
<td>Envision a Fit for Alberta Police Service</td>
<td>Oct 12 - Dec 18, 2020</td>
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<tr>
<td>2</td>
<td>Define the Current State Capabilities, Operations &amp; Cost</td>
<td>Oct 19 - Dec 18, 2020</td>
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<tr>
<td>3</td>
<td>Define the Future Model &amp; Operations</td>
<td>Dec 21 - Feb 26, 2021</td>
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<tr>
<td>4</td>
<td>Build the Roadmap to an “Event Free Day One”</td>
<td>Mar 1 - Apr 6, 2021</td>
</tr>
<tr>
<td>5</td>
<td>Set the Foundation</td>
<td>Apr 7 - Apr 30, 2021</td>
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Phase 1  
**Envisioning A Fit for Alberta Police Service**  
Focused on engaging select stakeholders and leveraging global best practices to develop an overall strategy for a potential future state model of policing in Alberta including key priorities, values, and guiding principles to establish a provincial police service.

Phase 2  
**Current State Assessment**  
Presented an overview of all of the various services and capabilities that are currently provided by RCMP in Alberta (K Division) including any agreements or service levels in place between the RCMP and other organizations and summarized the current costs of policing in Alberta.

Phase 3  
**Define the Future Model**  
Developed an innovative and reimagined policing model for Alberta including key integration points with health care, addictions treatment, mental health agencies, victims services, and other organizations and expected costs.

Phase 4  
**Development of Transition Roadmap**  
Provided an approach, timeline and a list of key activities that need to be completed to ensure a smooth transition, while minimizing disruption to operations and public safety and the related costs to transition.

Phase 5  
**Set the Foundation**  
Refined and compiled all the analysis conducted as a part of the study to date for the purposes of developing a final report that provided a summary of the recommended model, the transition roadmap, and the relevant financial cost information.

A limited amount of stakeholder engagement and discussion was undertaken during the course of the Transition Study which was coordinated by the Ministry of Justice and Solicitor General, and facilitated by PwC. A full list of stakeholders engaged is provided in Supplement A.
Scope of the Transition Study

The Transition Study had a clear scope of work defined in the request for proposal to provide "a comprehensive analysis of the 'operational requirements', 'processes' and 'costs' of transitioning from RCMP delivery of provincial and municipal policing services to operating a new fully independent Alberta Provincial Police Service (APPS)" and should include "innovative organizational design, technology, and policing concepts that could be incorporated into a provincial police service that might enhance policing services delivered in Alberta’s communities". The Transition Study scope was to "take a whole-of Alberta approach” in order to “find operational synergies” that might improve services to the public or result in economies of scale.

The scope of work agreed upon between the Government of Alberta and PwC did not include a recommendation to the Government of Alberta on whether or not the province should proceed with the transition or the formation of a provincial police service.

The Transition Study has identified the need for further detailed study across a number of areas to validate the initial stakeholder engagement undertaken. Furthermore, the mandate of the study did not extend to direct engagement with communities. This should be explored if the Government of Alberta decides to further pursue the creation of a provincial police service, including but not limited to engagement with Indigenous communities.
Current State of RCMP Policing Services in Alberta

A variety of police services and other agencies provide law enforcement services in Alberta, under many different agreements, with varying responsibilities at a federal, provincial and local level. The largest police service in Alberta is the Royal Canadian Mounted Police (RCMP) as the provider of Contract Police services to the province, 47 municipalities and 22 First Nations communities.

The RCMP provides provincial policing services under a Provincial Policing Services Agreement (PPSA). The majority of the costs associated with provincial policing under the PPSA are charged by the RCMP to Alberta in a cost sharing model, with Alberta charged for 70% of the total cost and the federal government subsidizing the remaining 30%. As of June 2020, the PPSA consisted of 1,480 RCMP regular members, 162 RCMP civilian members and 547 public service employees.

Each municipality that has contracted policing services from the RCMP has a Municipal Policing Service Agreement (MPSA), which outlines a cost sharing model between the municipalities and the federal government. Municipalities with a population under 15,000 are charged 70% of the total cost, whereas municipalities with a population over 15,000 are charged 90% with the federal government subsidizing the remaining 30% and 10% respectively. As of June 2020, the RCMP provided 1,314 RCMP members, 2 civilian members and 5 public service employees for executing municipal police responsibilities across Alberta.

There are 22 First Nations communities in Alberta that have established Community Tripartite Agreements (CTA) with the Government of Canada and Government of Alberta for the RCMP to provide policing services through the First Nations Policing Program (FNPP). The FNPP outlines a cost sharing model, where the Government of Alberta is charged for 48% of the total cost and the federal government subsidizes the remaining 52%. As of June 2020, RCMP provided 63 RCMP regular members and 10 RCMP support staff across 16 detachments. Policing for Métis Settlements is provided under the PPSA.

The total cost of RCMP services in Alberta was ~$672m in FY 19-20. Alberta’s share of these costs was ~$318m, while municipalities contributed ~$176m, ALERT contributed ~$70m of costs, and the remaining federal share was ~$78m. The cost sharing arrangements for the K Division policing services differ across the contract Agreements. These figures do not account for the recently completed negotiations between the National Police Federation and the Federal Government on a new Collective Agreement for members below the rank of Inspector.

RCMP members are currently paid ~15% less than members of other police services in Alberta. The costs of RCMP services are expected to rise significantly based on the publicly available details of the new Collective Agreement. The total normalized costs of RCMP services in Alberta including the negotiated salary increase is estimated at ~$742m.
Vision & Core Values

Establishing a clear vision and core values of a potential APPS was a priority for the Transition Study in order to establish priorities and guiding principles to assist with the development of the future policing model. The vision and core values of the organization were developed through discussion with stakeholders in Phase 1. The following organizational values were identified consistently throughout this process:

- **Community Oriented**
  Community engagement at the heart of the service and establishing mechanisms to facilitate relationships between the provincial police and communities.

- **Transparent**
  Transparent in actions, decisions and communications with each other and those that are served. Ensure honesty and openness in interactions and decision making.

- **Responsive**
  Effective response systems to ensure that a future provincial police is responding to calls for service in a timely manner while producing outcomes that satisfy citizens’ needs.

- **Efficient and Integrated**
  Integrated services across the province with infrastructure and resources shared to achieve economies of scale and joined-up outcomes for citizens.

- **Collaborative**
  Establish and reinforce effective collaboration and working relationships with communities, agencies and organizations.

- **Consistent**
  Consistent and dependable level of services provided throughout the province. Having adequate resources and the level of staff for standard police services.
The guiding principles flow from the values and articulate how the values will be applied in practice to a future provincial police service as it seeks to inform design choices and develop its operating model. Guiding principles will determine how the organization will operate when serving communities, interacting with stakeholders and recruiting and developing its workforce. The guiding principles were used to set out the criteria to repeatedly test and validate the new operating model.

The following guiding principles were adhered to during the future state design:

- Ensure that rural, urban, and Indigenous communities in Alberta receive consistent public safety outcomes.

- Leverage economies of scale, efficiencies and opportunities for integration to produce positive outcomes and maintain consistent service levels.

- Incorporate the unique characteristics of Alberta and serve the province’s pluralistic, multiracial and multicultural communities.

- Collaborate with policing providers, partner organizations and communities for optimal community policing.

- Build confidence and legitimacy through procedural fairness, operational structures, policies and procedures.

- Deploy a capable workforce that reflects the communities they serve.

- Build a learning organization that promotes evidence-based innovation across the operating model.

- Adopt a citizen centred approach that is responsive to the needs of individuals and communities.

- Prioritize the health, wellbeing and dignity of its diverse workforce.
The recommended service delivery model for the APPS focuses on community policing and the ability to share resources, data, and intelligence across all police services and non-policing partner organizations. The APPS should operate with an integrated model recognizing police services are a part of a broader community safety and well-being ecosystem. The defining characteristics of the proposed operating model are presented to the right.

Future State Operating Model

The recommended service delivery model for the APPS focuses on community policing and the ability to share resources, data, and intelligence across all police services and non-policing partner organizations. The APPS should operate with an integrated model recognizing police services are a part of a broader community safety and well-being ecosystem. The defining characteristics of the proposed operating model are presented to the right.

Enhanced Community Input & Accountability to Citizens

Stronger and more formalized local governance measures with representation from rural, urban, and Indigenous communities and supported by local Police commissions will give communities a voice in what services are delivered, how services are delivered and how police performance will be measured at a local level.

Improved Service Levels Across Rural Alberta, Indigenous Communities, & Municipalities

The model will result in an increased number of front line members of the APPS deployed in Alberta from 3,097 under the current model to 3,218 in the recommended model while reducing costs to operate. The total staffing will increase to 4,189 from 4,030 as of June 2020. Rethinking what resources are needed and how those resources are deployed to be more responsive to service calls across Alberta will allow the APPS to increase the number of regular members in communities across Alberta and be more flexible in meeting the needs of each specific community.
Improved Efficiency, Integration, and Value for Money

Integrating with other services to maximize Alberta’s resources through efficient and cost-effective partnerships built into governance that the APPS integrates with and utilizes the Government of Alberta infrastructure to deliver enabling services such as finance and human resources.

The APPS can build these integration points directly into the service delivery model and embed them into the organization with formal governance and dedicated resources, which is not possible in the current model. Integration and collaborative response between these connected services is the most effective way to address the root causes of crime and disorder and reduce the significant economic, social, and legal impacts to Alberta.

Fit for Alberta Innovations

The proposed model incorporates a number of innovations, value-add features and characteristics that are distinct from the traditional model of policing under the RCMP. This includes incorporating evidence-based continuous improvement and organizational learning to drive outcomes based service improvements tailored to Alberta. It also includes providing cultural sensitivity training that is tailored to the communities that members will be serving and restorative justice for victims of crime and diversion for less serious offenders. Incorporating innovative evidence-based approaches to the complex challenges facing Albertan communities including in rural policing, mental health, opioid responses and policing in Indigenous communities, is a key part of creating a modern, fit for Alberta provincial police service.
Recommended Governance Structure

Globally, there is increasing emphasis on the accountability and transparency of policing to build trust and improve police legitimacy. The opportunity to truly build a community policing focused organization requires a governance structure that is accountable to rural and urban communities and Indigenous people in Alberta. This accountability to citizens also requires independent decision-making and governance over operations to mitigate the risk of political influence on operational decisions, perceived or real. To achieve citizen-focused accountability and operational independence, a potential Alberta Provincial Police Service should be structured as an arm’s length, commission-led agency that is independent of the Government of Alberta.

The proposed model also allows for a strong voice across Alberta’s communities through the incorporation of a commission which would allow for a diverse representation that is reflective of Alberta’s unique demographic make-up and can provide rural voices with the platform they currently lack in improving public safety. It is critical that the Provincial Police Commission is representative of the diversity and different communities in the province and has a diversity of experiences, backgrounds, ethnicity, genders, expertise and capabilities. The size of the commission should not exceed 15 members with a recommended size of 7 or 9 members. These members could include:

- 1-2 members representing rural communities
- 1-2 representing urban communities
- 2-3 members representing Indigenous communities
- 2 members representing the Ministry

The Provincial Police Commission would be complemented by Local Police Commissions that are in place to collaborate with local detachments in determining how policing is provided in their local community and to agree on performance measures tailored to the community and services required.
Civilian Oversight

It is recommended that an independent oversight organization be created to adjudicate disciplinary actions in the Alberta Provincial Police Service. This body would provide an independent system for addressing complaints about the conduct of police officers based on civilian oversight and civilian-led investigations into complaints against the APPS. The Police Act will need to determine the specific roles and responsibilities of the organization in relation to investigation, prosecution and discipline and the relationship with any other potential oversight bodies proposed by the province.

Community Policing Workforce

The operating model has been designed so that Community policing is the bedrock of a future provincial police service, adopting a problem-solving approach to crime and disorder, police partnerships and collaboration with all stakeholders. The objective is to create a shared vision of how best to raise the quality of life in communities and to create community safety and well-being. The focus of APPS members must be on preventing crime and solving problems using evidence-based interventions which requires effective integration with other services and adapting to community needs that is not easily achieved in the current policing model.

In order to provide better service, focus on solving community problems and proactive community policing, the APPS must have a workforce with the skillset to deliver on a community policing mandate which begins with a modern approach to recruitment and training.

After initial analysis of the policing requirements of Alberta, the future provincial police service is proposed to have a total of 4,189 positions compared to 4,030 in Alberta as of June 2020. This results in 121 additional front line staff (from 3,097 to 3,218) and 38 additional public service employees. The exact mix of resources in each detachment should be determined considering the needs of the local community and the resourcing required should expand with population changes and demand for service in the province over time.

All of the roles should be filled by individuals who are committed to the community policing ethos recommended in this model of policing.
Specialist services delivered in collaboration with investment based on greatest need

The APPS should prioritize community policing as the primary focus of the organization and resources, however, Albertans require specialist services to maintain public safety. The APPS should take a “smart owner” approach to providing those services to Albertans where the cost of ownership, the demand for services, and the ability to collaborate or outsource services is weighed to determine the need for the APPS to invest resources.

Opportunities to share specialist capabilities include working with municipal police services to reduce costs and provide a consistent service for Albertans including air support, canine units and tactical teams. A detailed demand analysis would need to be completed on a capability by capability basis with a view to the changing nature of crime. With appropriate additional resources added by the APPS (as required), there should be no decrease in service levels for municipalities. Additionally, any cost savings could be used to manage budget pressures or reallocate those resources into other services to increase capacity. Opportunities to co-locate services with other agencies should also be considered, which is not always possible within the current model.

An area where the provincial police should look to invest in is developing a provincial forensics laboratory. This would create the capacity needed to alleviate the current backlog and improve the turnaround times for forensic investigations. The province could also provide services to other Canadian provinces and their police services.
Future State Cost

The annual operating cost for this recommended operating model is estimated at $735m which includes 4,189 full time employees positioned in 113 detachments leveraging similar equipment and fleet to perform their operations. HR costs account for ~70% of the total cost of policing for APPS at $519m and includes salaries, benefits, overtime, leave, recruiting, relocations, training, professional services and police dog services. The projected HR costs include salary levels comparable with the salary increase negotiated between the NPF and the Federal Government. The assumed salary levels used in projecting future costs were based on benchmark salary information from the Edmonton Police Service and Calgary Police Service. Equipment cost is estimated at $112m and includes the costs for criminal operations (CROPS), fleet, radios & communications as well as informatics equipment. The costs for APPS real estate leases, repairs, utilities, professional services, furnishings, and maintenance is estimated at $32m. Administration and other costs are estimated at $72m.
Transition Roadmap

The Transition Roadmap provides an overview of the various activities that need to be completed to operationalize APPS and move away from RCMP services over 6 defined phases that are separated by major milestones.

1. **Milestone 1**
   March 2022 - End of Phase 1
   A letter of intent to negotiate is sent to Public Safety Canada to initiate preliminary negotiations between the Government of Alberta and Public Safety Canada over a potential transition.

2. **Milestone 2**
   May 2023 - End of Phase 2
   Formal termination notice is given to the RCMP starting the 24 month formal negotiation and transition period.

3. **Milestone 3**
   June 2024 - End of Phase 3
   The Alberta Provincial Police Service is fully established with a fully operational Provincial Police Commission, Chief of Police, and senior leadership team in place.

4. **Milestone 4**
   June 2025 - End of Phase 4
   APPS assumes command of the first detachments in Alberta.
The start of the transition period is dependent on a decision to proceed being made by the Government of Alberta Cabinet. For the purposes of the Transition Study, the transition period is assumed to begin June 2021 and continues until all detachments in Alberta are under the command of the APPS. The APPS is planned to assume control of the first detachments in June 2025 followed by a ramping up period of 12-24 months until all detachments are transitioned.

The transition roadmap has been structured around nine key elements/workstreams. Each element will require a number of initiatives to fully transition or stand up across the different phases of transition. The Transition Management Office (TMO) and the Ministry of Justice and Solicitor General will manage the transition from the completion of the original study through the stakeholder engagement phase and into initial negotiations (Phases 1 - 2). After the Notice of Termination is given, the transition will shift from planning and preparation to operationalizing the future organization and be managed by the APPS leadership with support from the TMO in Phases 3-5. The TMO will work closely with the Chief of Police and the leadership team to ensure that all of the key operational activities are completed to ensure a smooth rollout of APPS between June 2026 and June 2027.

A cost model has been developed to summarize the total estimated one time transition costs that will be incurred over the 6 year transition period from FY 21-22 to FY 26-27. The cost model has been largely structured to estimate costs aligned with the work streams across the 5 phases of the transition. The total transition costs over for the 6 year transition period is estimated to be ~$366m with ~$241m of operating costs and ~$125m of capital expenditures.
The background provides an overview of the Transition Study, which was conducted over 5 phases between October 2020 to April 2021.

Phase 1 engaged select stakeholders to develop the overall strategy for a potential future state model of policing. Phase 2 was an assessment of the current policing landscape in Alberta. In Phase 3, a proposed operating model for the future state was developed, and Phase 4 outlined a roadmap to transition from the RCMP. Phase 5 summarized the proposed model, the transition roadmap, and the relevant financial cost information.
The Government of Alberta received the Fair Deal Panel Report on June 17, 2020. One of the recommendations was to “establish a provincial police service by ending the Alberta Police Service Agreement with the Government of Canada.” The Ministry of Justice and Solicitor General contracted PricewaterhouseCoopers LLP (“PwC”) to complete the required analysis and prepare a Transition Study report to be completed by April 30, 2021.

The purpose of the Transition Study is to assess the current capabilities of the RCMP services in Alberta and to develop an innovative new provincial policing model or models for consideration by the Government of Alberta that is tailored to the needs of Albertans. The Transition Study also assessed the potential costs and steps required to transition from the RCMP to an Alberta Provincial Police Service. This report will be provided to Cabinet to assist in the decision making process and to inform next steps for the Government of Alberta.

The Transition Study was conducted over 5 phases between October 2020 - April 30th 2021. The phases of the project are outlined below:

- **Envision a Fit for Alberta Police Service**: Oct 12 - Dec 19, 2020
- **Define the Current State, Capabilities, Operations & Cost**: Oct 19 - Dec 19, 2020
- **Define the Future Model & Operations**: Dec 21 - Feb 28, 2021
- **Build the Roadmap to an “Exact Fit Only One”**: Mar 1 - Apr 6, 2021
- **Set the Foundation**: Apr 7 - Apr 30, 2021
**Phase 1**

**Envisioning A Fit for Alberta Police Service**

This phase focuses on engaging a select stakeholders to develop an overall strategy for a potential future state model of policing in Alberta including key priorities, values, and guiding principles to establish a provincial police service. Conduct a research and evidence based jurisdictional scan of a broad cross section of police services in Canada and globally to identify innovative trends and practices to better enable APPS to meet the needs of rural, urban, and Indigenous communities and municipalities.

**Phase 2**

**Current State Assessment**

This phase presents an overview of all of the various services and capabilities that are currently provided by RCMP in Alberta including any agreements or service levels in place between the RCMP and other organizations. An inventory of detachments, number of employees, assets, systems, back office functions and the associated operating costs are identified and documented to understand what existing elements could be transitioned to APPS and what new elements will need to be established.

**Phase 3**

**Define the Future Model**

This phase focuses on the development of an innovative and reimagined policing model for Alberta including key integration points with health care, addictions treatment, mental health agencies, victims services, and other organizations. This phase also provides an overview of the expected future state costs needed to operate APPS based on the recommendations developed as part of the reimagined policing model.

**Phase 4**

**Development of Transition Roadmap**

Transitioning from the RCMP to the Alberta Provincial Police Service is a complex undertaking and requires careful planning. The Transition Roadmap provides an approach, timeline and a list of key activities that need to be completed to ensure a smooth transition, while minimizing disruption to operations and public safety. The roadmap also provides an overview of the various costs associated with the transition.

**Phase 5**

**Set the Foundation**

Transiting from the RCMP to the Alberta Provincial Police Service is a complex undertaking and requires careful planning. The Transition Roadmap provides an approach, timeline and a list of key activities that need to be completed to ensure a smooth transition, while minimizing disruption to operations and public safety. The roadmap also provides an overview of the various costs associated with the transition.
The Transition Study team from PwC included an Advisory Board in recognition of the importance of completing a credible study based on evidence and centered on public safety operational experience. The Advisory Board members provided lived experience in police service and academic expertise in public safety and police services in Canada. This real world expertise was complemented by the team of public safety and justice, due diligence, and operational consulting team resulting in a diverse and holistic approach to addressing the complexity of this study. The advisory board included:

**Vince Hawkes, COM**

**Sir George Hamilton QPM**
Former Chief Constable of the Police Service of Northern Ireland (PSNI) from 2014 to 2019. During his 35-year policing career he was involved in establishing and ultimately overseeing the operation of PSNI, a new police service focused on reconciliation.

**Geoffrey Hope**
Partner at Field Law LLP, a large Alberta Law firm with offices in Edmonton, Calgary and Yellowknife focused on labour and employment matters with police services, managing their workforce and dealings with various unions. This includes deep expertise of the relevant governing legislation in Alberta – the Police Act, the Police Service Regulation, and the Police Officers Collective Bargaining Act.

**Prof. Curt Griffiths**
Professor and Coordinator of the Police Studies Program in the School of Criminology at Simon Fraser University who assisted with the report prepared by VPD and was a member of the Provincial-Municipal Transition Committee that prepared the report submitted to the provincial government for the transition of police services from RCMP to an independent municipal police service in the City of Surrey, BC.

**Professor Lee Boyd**
Former Chief of Police for Blood Tribe Police (2010-2016), Canada’s largest First Nation, and more than 30 years of operational experience with Alberta municipal police services and provincial agencies.
Scope of the Transition Study

The Transition Study project had a clear scope of work defined in the request for proposal to provide "a comprehensive analysis of the 'operational requirements', 'process steps' and 'costs' of transitioning from RCMP delivery of provincial and municipal policing services to operating a new fully independent APPS" and should include "innovative organizational design, technology, and policing concepts that could be incorporated into a provincial police service that might enhance policing services delivered in Alberta's communities". The Transition Study was asked to "take a whole-of Alberta approach" to "find operational synergies" that might improve services to the public or result in economies of scale.

The scope of work agreed upon by the Government of Alberta and PwC did not include a recommendation to the Government of Alberta on whether or not the province should proceed with the transition or if the formation of a provincial police service. This Transition Study was completed independently by PwC without intervention or interference from the Alberta Provincial Police Service Transition Study Secretariat.

This study was completed using the data and information made available to PwC by the Government of Alberta, the RCMP, and other organizations including some municipalities. In instances where there were gaps in information, high level assumptions were made and validated with stakeholders. These assumptions have been clearly captured in the course of our analysis.
The Transition Study did not engage directly with municipalities, citizens, or specific communities (stakeholders from the Alberta Urban Municipalities Association (AUMA) and Rural Municipalities of Alberta (RMA) did participate) throughout the course of the work completed as it was deemed beyond the scope of the initial work completed. Further stakeholder engagement to validate the recommendations and assumptions presented in this document is a strong recommendation for the Government of Alberta. In the coming weeks and months should Cabinet decide to proceed with further study and detailed design.

The Transition Study has identified the need for further detailed study to validate stakeholder engagement that should be completed if the Government of Alberta decides to explore the creation of a provincial police service. More specifically, this study has highlighted the need for meaningful engagement with Alberta’s Indigenous people, communities, and groups as a key priority. Additionally, this study did not explore in any detail, the possibility of regionalization of policing services or the use of large municipal service providers, such as Calgary Police Service or Edmonton Police Service, to provide services to neighboring municipalities currently receiving service from the RCMP. A list of areas for further study is presented in Supplement A.

The Transition Study completed significant analysis and assessment of considerable depth that is supported by data and information provided by various stakeholders from different sources in the development of the recommendations. The transition study took great care to deliver this analysis with the appropriate rigor required by a study of this importance and the implications for Alberta and Canada in mind.

There is a significant amount of further study, analysis, and stakeholder engagement that must be completed to validate the assumptions made in this study, develop a comprehensive detailed organizational structure, service delivery model, deployment model, and to further refine the cost projections presented in this document. The Transition Study has provided a list of areas for further assessment to refine the policing model recommendations and complete the detailed organizational design required to stand up operations in Alberta. These areas should be developed with input from local communities and the future Chief of APPS to ensure that any future police service is designed and established in a way that best meets the needs for Albertans.
The current state assessment provides an overview of the various services and capabilities that are currently provided by the RCMP across Alberta. This includes an overview of the number of employees, equipment, and real estate and their associated costs. It also identifies key services, capabilities, and assets that would need be transitioned out of the RCMP to the APPS and highlights which services, capabilities and assets would need to be established in the new APPS.
Alberta’s Policing Environment

The current law enforcement landscape in Alberta is complex with multiple police services and other agencies providing services across the province. Police services are delivered under many different agreements, with varying responsibilities at a federal, provincial and local level. Provincial policing is provided by the RCMP’s K Division through the Provincial Police Service Agreement. The PPSA is an agreement between the Government of Alberta and the federal government, that runs from 2012 to 2032. The PPSA also provides policing for municipalities with a population below 5,000 residents.

Municipalities with a population over 5,000 residents are required to provide policing services for their communities, with a number of options available to them to fulfil this requirement. 47 municipalities in Alberta have signed standalone Municipal Police Service Agreements with the federal government for RCMP policing services, while 7 municipalities have established independent municipal or regional police services.
There are 22 First Nations communities in Alberta that have established Community Tripartite Agreements (CTA) with the Government of Canada and Government of Alberta for RCMP to provide policing services through the First Nations Policing Program. There are 3 First Nations communities that have chosen to establish self-administered police services. Policing for Métis Settlements is provided under the PPSA.

In addition to the RCMP and independent police services, Alberta has established the Peace Officers as a provincial law enforcement agency that operates under the Ministry of Justice and Solicitor General. The Alberta peace officers provide a host of services that include highway patrols, and protection services. Peace officers work in tandem with the RCMP, particularly within rural Alberta to maintain public safety, with cooperation recently enhanced through the Rural Alberta Provincial Integrated Defence (RAPID) response.
All the agencies in Alberta's policing environment collaborate at various levels, both formally and informally. The key example of formal collaboration is the formation of an integrated team called the Alberta Law Enforcement Response Teams (ALER T) to fight serious organized crime in Alberta.

A summary of the policing environment is presented on the right. The Transition Study focuses on the RCMP's contract policing services in Alberta and though other key elements have been described for context, a detailed analysis of these areas is not the focus of this study.

Exhibit 1: Key Agencies Involved in Alberta's Policing Environment

- **Federal Policing**
  - RCMP Federal Mandate

- **Provincial Policing**
  - RCMP Contract Policing (PPSA) - K Division
  - Alberta Peace Officer Program

- **Municipal Policing**
  - RCMP Contract Policing (MPSA) - K Division
  - Standalone / Independent Services

- **First Nations Policing**
  - RCMP Contract Policing (FNPP) - K Division
  - Standalone / Independent Services
RCMP Detachments

RCMP headquarters is located in Ottawa and the service is divided into 15 “Divisions” across Canada, aligned to the provinces and territories it serves. Each division is supported by regional and national units providing specialized police services and back office functions supporting the overall organization.

K Division is the RCMP Division responsible for policing in Alberta, is headquartered in Edmonton and divided into 4 districts within the province. Each district is made up of a number of detachments providing front-line general duty policing services to a defined geographical area. Detachments are supported by a large number of specialized policing services, provided at a district, provincial, regional or national level. K Division also leverages the RCMP’s shared service functions for Finance, Human Resources, and other administrative services and these functions are provided by a combination of divisional, regional and national level teams.

Each policing agreement defines its own distinct governance arrangements, reflecting the different stakeholder and contract parties. In general, agreements provide for a joint approach to oversight between the RCMP and representatives of the other contracting parties, while maintaining RCMP operational independence.

The maps on the left illustrate the locations of each of the RCMP detachments under the three policing agreements in Alberta.
Specialized Policing Services

Specialized policing services provide critical front-line operational capabilities to support the RCMP and provide specialized skills, tools and training to deliver RCMP police services. Some of these services are provided by dedicated provincial teams while others are provided federally.

The majority of the provincial services are funded through the PPSA, under the cost sharing model where Alberta is responsible for 70% of total costs and the remaining 30% is subsidized by the federal government. The remaining services are either charged back to the detachments/units based on usage, funded through the MPSA, funded federally or through special agreements with government departments or agencies.

### Provincial Policing Services / Capabilities

<table>
<thead>
<tr>
<th>Specialized Policing Area</th>
<th>Scope</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Policing</td>
<td>Responsible for a number of proactive programs to support Albertans</td>
</tr>
<tr>
<td>Critical Incident Program</td>
<td>Responds to events outside of local detachment scope (shootings, hostages, armed individuals, etc)</td>
</tr>
<tr>
<td>Criminal Operations</td>
<td>Supports a number of specialized policing functions (intelligence, court services, DNA exhibit coordinator, &amp; etc)</td>
</tr>
<tr>
<td>Crime Reduction</td>
<td>Oversees multi-disciplinary teams to support detachments to reduce the impact of crime</td>
</tr>
<tr>
<td>Drug Expert Witness Program</td>
<td>Provides assistance and guidance to units working on Alberta RCMP drug investigations.</td>
</tr>
<tr>
<td>Division Intelligence</td>
<td>Provides intelligence to Alberta to combat domestic &amp; international crime</td>
</tr>
<tr>
<td>Evidence Exhibit Management</td>
<td>Oversees all aspects of the exhibit room and evidence management</td>
</tr>
<tr>
<td>Federal Policing Specialized / Support Services (FPSS)</td>
<td>Provides operational assets and resources for high risk investigations</td>
</tr>
<tr>
<td>Indigenous Policing Services (IPS)</td>
<td>Engages local communities to reconcile with Indigenous people</td>
</tr>
<tr>
<td>K Division Member Operational Support Service (KM OSS)</td>
<td>Provides experienced supervision for detachments when a Non-Commissioned Officer is not available</td>
</tr>
<tr>
<td>Legal Application Support Team (LAST)</td>
<td>Provides expertise to investigative units in the planning, drafting and disclosure of all types of legal judicial applications</td>
</tr>
<tr>
<td>Occupational Health and Safety</td>
<td>Responsible for oversight over the Occupational Safety program for all RCMP employees in Alberta</td>
</tr>
<tr>
<td>Office of Investigative Standards and Practices</td>
<td>Oversight &amp; guidance for units on major case investigations</td>
</tr>
<tr>
<td>Operational Communication Centers / Dispatch</td>
<td>First point of contact in emergencies and non-urgent matters</td>
</tr>
<tr>
<td>Prisoner Management and Control</td>
<td>Manages the lodging of prisoners</td>
</tr>
<tr>
<td>Search and Rescue (SAR)</td>
<td>Responsible for managing to all missing &amp; lost persons rescue</td>
</tr>
<tr>
<td>Serious Crime Branch</td>
<td>Investigative services that provide services in complex areas</td>
</tr>
<tr>
<td>Traffic Services</td>
<td>Supporting safe and efficient roadways</td>
</tr>
</tbody>
</table>
## Federal Policing Services / Capabilities

Federal specialized policing capabilities are fully funded by the federal government at no cost to Alberta.

<table>
<thead>
<tr>
<th>Specialized Policing Area</th>
<th>Scope</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal Serious Organized Crime</td>
<td>Focuses on serious national or transnational criminal threats</td>
</tr>
<tr>
<td>Forensic Identification System (FIS)</td>
<td>Supports front line policing by securing, recording and documenting crime scenes and recovering exhibits for analysis</td>
</tr>
<tr>
<td>Forensic Laboratory Service</td>
<td>National service that provides forensic services</td>
</tr>
<tr>
<td>Integrated National Security Enforcement Team (INSET)</td>
<td>Analyses terrorism, and national security threats</td>
</tr>
</tbody>
</table>
# K Division Staffing

RCMP's actual strength (positions filled with active employees) as of June 30, 2020* is presented below.

## Exhibit 3: Actual Strength as of June 2020

<table>
<thead>
<tr>
<th>Contract Policing</th>
<th>RM</th>
<th>CM</th>
<th>PSE</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>PPSA</td>
<td>1,480</td>
<td>162</td>
<td>547</td>
<td>2,189</td>
</tr>
<tr>
<td>MPSA</td>
<td>1,314</td>
<td>2</td>
<td>5</td>
<td>1,321</td>
</tr>
<tr>
<td>FNPP</td>
<td>63</td>
<td>1</td>
<td>9</td>
<td>73</td>
</tr>
<tr>
<td>ALERT</td>
<td>149</td>
<td>12</td>
<td>29</td>
<td>190</td>
</tr>
<tr>
<td>Other</td>
<td>32</td>
<td>-</td>
<td>5</td>
<td>37</td>
</tr>
<tr>
<td><strong>Contract Policing Sub Total</strong></td>
<td><strong>3,038</strong></td>
<td><strong>177</strong></td>
<td><strong>595</strong></td>
<td><strong>3,810</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Internal Services / Non-Contract</th>
<th>RM</th>
<th>CM</th>
<th>PSE</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Internal Division Administration</td>
<td>35</td>
<td>13</td>
<td>117</td>
<td>165</td>
</tr>
<tr>
<td>Internal Department Administration</td>
<td>24</td>
<td>-</td>
<td>31</td>
<td>55</td>
</tr>
<tr>
<td><strong>Non-Contract Subtotal</strong></td>
<td><strong>59</strong></td>
<td><strong>13</strong></td>
<td><strong>148</strong></td>
<td><strong>220</strong></td>
</tr>
</tbody>
</table>

| Grand Total                        | 3,097 | 190 | 743 | 4,030 |

*Staffing levels presented here are reflective of a point in time as of 30 June 2020. The Government of Alberta is planning to increase the number of regular members through the police funding model.
Employees of the RCMP are compensated according to the standardized rates of pay depending on their rank and years of experience. RCMP’s civilian members and public service employees are compensated according to their position and experience.

All rates of pay are defined by the federal government. RCMP rates of pay have not increased nationally since 2016 and a comparison with the independent police services in Alberta shows RCMP officers are paid significantly less than their counterparts.

All employees are entitled to health & dental insurance, and parental leave. RCMP regular members and civilian members are enrolled into the RCMP pension plan. RCMP regular members & Special Constables are represented by the National Police Federation (NPF). Based on the publicly available details of the new collective bargaining agreement negotiated between the NPF and the Federal Government, RCMP members below the rank of Inspector will be receiving a salary increase of over 20% by 2022. The civilian members and public service employees of RCMP are represented by 6 different unions based on their occupational group and role.
Equipment

The RCMP utilizes a wide range of equipment in providing policing services in Alberta. Equipment items range from uniforms, firearms and safety devices to communications, IT equipment and fleet. Equipment is procured under the RCMP’s federal procurement arrangement, relying on vendor contracts at a provincial and federal level. While we have not received copies of any contracts, it is reasonable to assume these contracts would not be available to APPS at the termination of the policing agreements. The contract police agreements include the option for the contract party to acquire equipment at the termination of the agreement, based on a formula.

Real Estate

The RCMP has 290 sites across Alberta, 176 are federally owned and the remaining sites are leased. The main sites are made up of 130 employee accommodation buildings, 112 detachment buildings, 9 offices, 3 district offices, an aircraft hangar, RCMP headquarters (HQ) and the National Forensic Laboratory in Edmonton. A significant number of detachment buildings are occupied by some combination of resources funded by the PPSA, MPSA, FNPP, and Alberta Sheriffs. The RCMP recovers the costs for PPSA, MPSA and FNPP positions that occupy RCMP spaces, however, the Alberta Sheriffs are not charged for using these sites.

The PPSA contains the option for Alberta to acquire properties that are federally owned at the termination of the policing agreement. Any transfer would be based on a cost formula for the fair market value of the land and outstanding balance of the value of the building. Any leased sites could potentially be transferred to the province subject to the consent of the landlord.
**Shared Services**

RCMP is supported by key administrative functions including Finance, Human Resources, Corporate Services and Administrative Services. The RCMP has established these functional areas as shared services, with shared teams, business processes and IT systems. Significant elements of these functions support multiple divisions and, in some cases, the entire RCMP organization. Specific shared functions within Human Resources have Divisional Human Resources functions that are dedicated to the RCMP in Alberta. Other shared services that have dedicated services within Alberta include Informatics and Real Property Management.
Costs

Across Alberta, there are a number of contract policing arrangements with the RCMP. Each contract agreement outlines a cost sharing model, wherein Alberta is responsible for a portion of the costs and the federal government is responsible for the remaining amount. The cost sharing model differs based on the contract. Exhibit 4 provides an overview of the distribution of costs between the Government of Alberta and the Government of Canada across the various contract police services. The total cost of policing across the different contract policing arrangements in Alberta was ~$672m, of which the ~$318m was paid by Alberta (PPSA, FNPP), ~$176m by the municipalities under MPSA, ~$6m by ALERT (administrative costs), and the remaining ~$170m was subsidized by the federal government. The total costs of policing across the various contract policing arrangements increases to ~$742m after normalization for salary increases based on publicly available details of the new collective bargaining agreement negotiated between the National Police Federation and the Federal Government.

**Non billable Contract Policing Costs**

**PPSA**

The PPSA also stipulates certain costs such as external review committee costs, staff relations representative program costs, civil litigation costs, claims / settlements costs cannot be billed back to Alberta. In FY 19-20, ~$6m of costs driven by the PPSA were not billed back to Alberta.

**MPSA**

Costs associated with the municipal policing under the MPSA are charged by the RCMP to the municipality in a cost sharing model. There are some costs such as legal, litigation and claims that are not charged back to the province under the MPSA, while costs associated with the Emergency Response Team (ERT), Operational Communication Center (OCC) and Major Crimes Unit are paid for by the province via the PPSA, but are not charged back to the municipalities. Details on these non-billable costs have not been provided.

**FNPP**

Costs associated with First Nations policing under the FNPP are charged by the RCMP based on a cost sharing model. Similar to the PPSA, the external review committee costs, staff relations representative program costs, civil litigation costs, claims / settlements costs cannot be billed back to Alberta. In FY 2019-20, ~$35k of costs driven by the FNPP were not billed back to Alberta.

**ALER T**

ALER T is a private non-profit organization that was established by the Alberta provincial government to combat organized and serious crimes (drugs, gangs, guns). As the RCMP will not enter into a contract with private entities for policing, Alberta acts as the contracting party and pays ALERT’s cost to the RCMP on its behalf. These costs are then recovered by Alberta from ALERT. ~$8m of Internal Corporate Services costs paid by ALERT for its internal administration and not charged to Alberta.

### Exhibit 4: Overview of Policing Costs including the Federal and Provincial Allocation

<table>
<thead>
<tr>
<th>Total Policing Costs (~$672m)</th>
<th>PPSA (~$380m)</th>
<th>MPSA</th>
<th>FNPP (~$11m)</th>
<th>ALERT* (~$42m)</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provincial 70%</td>
<td>Municipal 70%</td>
<td>Municipal 90%</td>
<td>Provincial 46%</td>
<td>Provincial 70%</td>
<td>Provincial 100%</td>
</tr>
<tr>
<td>Federal 52%</td>
<td>Federal 30%</td>
<td>Federal 52%</td>
<td>Federal 30%</td>
<td>Federal 30%</td>
<td>Federal 30%</td>
</tr>
</tbody>
</table>

*This cost split includes ~$6.3m of corporate services, which is 100% covered by ALERT
**Represent Alberta’s share of total BCAA costs
Total Policing Costs

The total costs of policing in Alberta for the period from FY 17-18 through FY 19-20 are presented on the right.

The following chart provides an overview of the 5 key areas of the cost model and their associated costs for FY 19-20.

Exhibit 5: Current State Policing Costs in Alberta

<table>
<thead>
<tr>
<th></th>
<th>Historicals</th>
<th>Baseline</th>
<th>Salary Normalized</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Costs</strong></td>
<td>FY 17-18</td>
<td>FY 18-19</td>
<td>FY 19-20</td>
</tr>
<tr>
<td>Provincial Police Service Agreement (PPSA)</td>
<td>365,958</td>
<td>377,206</td>
<td>379,632</td>
</tr>
<tr>
<td>Provincial Cost Share</td>
<td>256,171</td>
<td>264,044</td>
<td>266,742</td>
</tr>
<tr>
<td>Federal Cost Share</td>
<td>109,787</td>
<td>113,162</td>
<td>113,890</td>
</tr>
<tr>
<td>Municipal Police Service Agreements (MPSA) &gt;15k</td>
<td>138,888</td>
<td>148,291</td>
<td>147,127</td>
</tr>
<tr>
<td>Municipal Cost Share</td>
<td>124,999</td>
<td>134,029</td>
<td>130,415</td>
</tr>
<tr>
<td>Federal Cost Share</td>
<td>13,889</td>
<td>14,892</td>
<td>14,713</td>
</tr>
<tr>
<td>Municipal Police Service Agreements (MPSA) &lt; 15k</td>
<td>53,559</td>
<td>62,045</td>
<td>61,289</td>
</tr>
<tr>
<td>Municipal Cost Share</td>
<td>37,492</td>
<td>43,432</td>
<td>42,602</td>
</tr>
<tr>
<td>Federal Cost Share</td>
<td>16,068</td>
<td>18,614</td>
<td>18,387</td>
</tr>
<tr>
<td>First Nations Policing Program (FNPP)</td>
<td>11,481</td>
<td>11,137</td>
<td>11,310</td>
</tr>
<tr>
<td>Provincial Cost Share</td>
<td>5,111</td>
<td>5,346</td>
<td>5,429</td>
</tr>
<tr>
<td>Federal Cost Share</td>
<td>5,970</td>
<td>7,791</td>
<td>5,881</td>
</tr>
<tr>
<td>Alberta Law Enforcement Response Teams (ALER)</td>
<td>42,084</td>
<td>39,923</td>
<td>42,241</td>
</tr>
<tr>
<td>Provincial Cost Share</td>
<td>23,579</td>
<td>21,926</td>
<td>23,759</td>
</tr>
<tr>
<td>Federal Cost Share</td>
<td>10,105</td>
<td>9,397</td>
<td>10,182</td>
</tr>
<tr>
<td>ALERT Cost Share (Administrative costs)</td>
<td>8,400</td>
<td>8,600</td>
<td>8,300</td>
</tr>
<tr>
<td>Other</td>
<td>38,674</td>
<td>35,721</td>
<td>29,606</td>
</tr>
<tr>
<td>Provincial Cost Share</td>
<td>26,120</td>
<td>26,552</td>
<td>22,703</td>
</tr>
<tr>
<td>Federal Cost Share</td>
<td>8,564</td>
<td>9,168</td>
<td>7,624</td>
</tr>
<tr>
<td><strong>Total Cost of Policing</strong></td>
<td>645,645</td>
<td>647,952</td>
<td>671,506</td>
</tr>
<tr>
<td><strong>Recoveries</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enhanced Policing Program</td>
<td>(7,519)</td>
<td>(7,808)</td>
<td>(8,351)</td>
</tr>
<tr>
<td>Police Funding Model (PFM)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>BCAA Municipal Recoveries</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total Recoveries</strong></td>
<td>(7,519)</td>
<td>(7,808)</td>
<td>(8,351)</td>
</tr>
<tr>
<td><strong>Net Costs of Policing</strong></td>
<td>638,126</td>
<td>667,154</td>
<td>663,154</td>
</tr>
</tbody>
</table>
These costs include salaries, benefits, overtime, leave, recruiting, relocations, and training. A number of these costs were identified and broken out from the Division Administration cost category.

RCMP members’ salaries are on average 15% lower than those paid by the other police services in Alberta. The new collective bargaining agreement will result in a pay increase of over 20% for members of the RCMP below the rank of Inspector by 2022. The normalized view assumes an average 20% increase in salary for all RCMP members across PPSA, MPSA, FNPP and ALERT. This enables a like-for-like comparison with assumed future APPS salaries and more details are provided in the cost-benefit analysis section.

<table>
<thead>
<tr>
<th>Division</th>
<th>Total Costs in FY19-20</th>
<th>% of Total Costs</th>
<th>Normalized Total Costs based on FY19-20:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Equipment</td>
<td>$90M</td>
<td>~13%</td>
<td>$566M</td>
</tr>
<tr>
<td>Real Estate</td>
<td>$32M</td>
<td>~5%</td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td>$16M</td>
<td>~2%</td>
<td></td>
</tr>
<tr>
<td>Human Resources</td>
<td>$497M</td>
<td>~74%</td>
<td></td>
</tr>
<tr>
<td>Administration</td>
<td>$37M</td>
<td>~6%</td>
<td></td>
</tr>
</tbody>
</table>
This section details the vision, and core values that were developed in collaboration with select stakeholders. These values and the guiding principles served as the foundation to develop the operating model of the future APPS.
Establishing a clear vision and core values of a potential APPS was important to set priorities and guiding principles to assist with the development of the future policing model recommendations. These were developed through engagement with stakeholders from across the Ministry of Justice and Solicitor General, Municipal Police Services, First Nations Police Services, Municipal organizations (Alberta Urban Municipalities Association and Rural Municipalities of Alberta), Alberta Health Services, Alberta Health, Community and Social Services, Children’s Services, First Nations and Métis communities and organizations.

In addition to these priority groups, the project team, including an Advisory Board made up of academics and practitioners, also engaged with relevant experts, academics, police officials, and provincial and Indigenous representatives to develop key principles and priorities. These will need to be considered in developing a responsive, Fit for Alberta, resilient and sustainable police service that meets the needs of all Albertans - rural, Indigenous communities and groups, and municipalities. Stakeholders were asked questions to assist with the development of the future state vision around five focus areas:

- **Vision**
  What is the vision for an Alberta Provincial Police Service? How would citizens “feel” after interacting with the Alberta Provincial Police Service (APPS)? What is important to this organization? What are its priorities? How would it interact with citizens and stakeholders?

- **Governance**
  What could the governance model for the Alberta Provincial Police Service include? Who should oversee this police service? How should civilians, municipal organizations, Indigenous communities, groups and organizations and the Government of Alberta be involved in governance?

- **Operating Capabilities**
  What capabilities are important for a police service that addresses the specific challenges in Alberta? How should those capabilities be delivered and by whom? What capabilities should the Alberta Provincial Police manage internally or access from other organizations such as the RCMP, Municipal Police Services, Municipalities, private organizations or others?

- **Workforce**
  What does the workforce for an Alberta Provincial Police Service prioritize? What skills and competencies are required to fulfill the vision and capabilities needed for an Alberta Provincial Police Service?

- **Data & Technology**
  What technological capabilities should be prioritized? What is the most important way to leverage technology to provide better public safety outcomes? How should the APPS share data and information with the other police services it interacts with?
APPS Organizational Values

The following organizational values were identified consistently throughout the stakeholder engagement process:

- **Community Oriented**: Community engagement at the heart of the service and establishing mechanisms to facilitate relationships between the provincial police and communities.
- **Transparent**: Transparent in actions, decisions and communications with each other and those that are served, ensure honesty and openness in interactions and decision making.
- **Fair**: Fair dealings with citizens and communities at every contact through appropriate and continuous training, oversight and support so service members are empowered to do the right thing.
- **Responsive**: Effective response systems to ensure that a future provincial police is responding to calls for service in a timely manner while producing outcomes that satisfy citizens’ needs.
- **Efficient and Integrated**: Integrated services across the province with infrastructure and resources shared to achieve economies of scale and better public safety outcomes for citizens.
- **Collaborative**: Establish and reinforce effective collaboration and working relationships with communities, agencies and organizations.
- **Consistent**: Consistent and dependable level of services provided throughout the province. Having adequate resources and the level of staff for standard police services.
Citizens of all backgrounds in northern, rural, urban, and Indigenous communities demand parity and consistency in policing services that are tailored to the specific needs and expectations of communities. This means that a future provincial police service will have to design a service delivery model to provide consistent and sustainable services in proportion to the demand of the various regions in Alberta. Stakeholders perceived that the current model of policing did not provide consistent public safety outcomes across Alberta due to a disparity of skills and capabilities amongst officers, access to specialized services, and also the over policing of certain groups, such as Indigenous people. Rural communities in particular, need specific policing processes and resources to tackle the types of crimes prevalent in rural communities which can be very different from urban communities. Some of the highly prevalent societal issues which were highlighted by the stakeholder groups for rural communities relate to drugs, addiction, and mental health and thus the detachments for these communities should have staff trained to respond to these issues. There is also a need for standardizing the service levels or public safety outcomes for rural communities.

Rural, urban, and Indigenous communities in Alberta receive consistent public safety outcomes

Citizens of all backgrounds in northern, rural, urban, and Indigenous communities demand parity and consistency in policing services that are tailored to the specific needs and expectations of communities. This means that a future provincial police service will have to design a service delivery model to provide consistent and sustainable services in proportion to the demand of the various regions in Alberta. Stakeholders perceived that the current model of policing did not provide consistent public safety outcomes across Alberta due to a disparity of skills and capabilities amongst officers, access to specialized services, and also the over policing of certain groups, such as Indigenous people. Rural communities in particular, need specific policing processes and resources to tackle the types of crimes prevalent in rural communities which can be very different from urban communities. Some of the highly prevalent societal issues which were highlighted by the stakeholder groups for rural communities relate to drugs, addiction, and mental health and thus the detachments for these communities should have staff trained to respond to these issues. There is also a need for standardizing the service levels or public safety outcomes for rural communities.
A future provincial police service should be governed by comprehensive and well-defined legislation and supporting regulation at the provincial level that safeguards the fundamental rights and freedoms guaranteed by law. Legislation influences the organization’s mandate, governance and accountability mechanisms and standards for adequate and effective policing while supporting a structure that will enable a provincial police service to operate in a way that is specific and responsive to the needs of the peoples and communities it serves. This can be described as a “tight and flexible” structure with tight provincial legislation and flexible and adaptable provision of services at the local level.

Community policing in collaboration with policing providers, partner organizations and communities

A future provincial police service has the opportunity to take a holistic approach to the development and maintenance of public safety. This involves looking at public safety across a continuum, considering the impact of health, housing, education and other factors that can positively or adversely impact public safety outcomes, and aiming to share information across partner agencies to enable effective collaboration and early intervention to maintain public safety. This includes understanding points of intersection with other agencies and identifying formal and informal opportunities for collaboration, including information sharing, pooling budgets, sharing resources and co-location to achieve public safety outcomes, and identifying efficiencies where appropriate. Examples include, the collaboration of community police officers, clinicians, psychologists, social services, and community members to address issues of mental health, youth crime or domestic violence.

Why this is important for Alberta?

Legislation that will set the mandate and the operational parameters of a future provincial police service is required so that the new organization is clear about its priorities, duties and responsibilities when serving the communities and peoples of Alberta, and define the role of the provincial government in execution and oversight. To be appropriately responsive and effective, the new agency will require the operational and where appropriate strategic flexibility to determine local priorities in collaboration with the communities and peoples it serves.

Why this is important for Alberta?

To achieve effective public safety outcomes in Alberta where the needs of individuals and groups are so diverse, a future provincial police service must effectively partner with multiple agencies. Embedding collaborative practices into the organizational DNA from its inception will demonstrate a commitment to outcomes.
Establishing trust with the public will be a critical success factor to a future provincial police service. Public expectations will be high and an element of cynicism might exist. A future service will have to focus its efforts on establishing a structure, policies, and procedures that promotes quality and continuous improvement in its operations and fairness, through transparent, accountable and credible dealings with the public.

Leverage economies of scale, efficiencies and opportunities for integration to produce positive outcomes and maintain consistent service levels

Wherever possible, a future provincial police should consider opportunities to leverage economies of scale across its own services and capabilities and alongside partner agencies. It should look to integrate services wherever possible, making the best use of the skills of its workforce, expertise, technology, real estate and fleet to reduce duplication and provide coordinated services for the peoples and communities it serves. Services provided by the future provincial police service should be coordinated across Alberta’s geography such as through integrated systems (e.g. Record Management Systems/Computer Aided Dispatch), Real Time Operations Centers and capability hubs. Opportunities for the provision of shared services in areas of procurement, finance and information technology, alongside a common training curriculum and infrastructure (where appropriate), will allow for common standards in addition to achieving efficiencies.

Why this is important for Alberta?

A future provincial police service will not exist in isolation to the broader environmental and economic ecosystem of Alberta. Identifying and embedding opportunities for leveraging economies of scale will allow a future provincial police to be financially sustainable and also improve outcomes for the peoples and communities it serves by reducing opportunities for duplication, maximizing operational efficiency, minimize the risk of victim’s needs “falling through the cracks” and drive higher common standards in the execution of specialist capabilities.

Build confidence and legitimacy through procedural fairness, operational structures, policies and procedures

A future provincial police service should focus on building legitimacy and confidence for the peoples and communities it serves through all elements of its operating model and the behaviors and actions of its workforce. This includes, but is not limited to, appropriate staffing for rural and northern communities developed in collaboration with those impacted, embedding principles designed to protect human rights in all elements of the organization, and governance and accountability mechanisms that are culturally appropriate and allow prioritization of local needs. The mechanisms should provide a feedback loop for stakeholders to express opinions and concerns on matters related to policing. It also includes culturally appropriate training to build trust and ensure high standards of procedural fairness through transparent, accountable and credible dealings with the public.

Why this is important for Alberta?

Establishing trust with the public will be a critical success factor to a future provincial police service. Public expectations will be high and an element of cynicism might exist. A future service will have to focus its efforts on establishing a structure, policies, and procedures that promotes quality and continuous improvement in its operations and fairness, through transparent, accountable and credible dealings with the public.
Deploy a capable workforce that reflects the communities they serve

A future provincial police service should look to deploy appropriately trained resources with the necessary capabilities to the peoples and communities it serves. A future provincial police service should be representative of the communities they serve. This will require understanding peoples or communities specific needs and priorities in relation to the continuum of justice (e.g., enforcement, prevention, mental health and addiction, alternative measures), a comprehensive awareness and management of demand and current and future threat levels and avoiding a “one size fits all” approach that fails to represent the diversity of peoples and communities in Alberta.

Why this is important for Alberta?

To achieve public safety outcomes, the diverse communities and peoples of Alberta require a range of backgrounds and skills and capabilities across the continuum of justice from its law enforcement agencies. A standardized, one size fits all approach to its workforce is unlikely to improve service quality.

Build a learning organization that promotes evidence-based innovation across the operating model

A future provincial police has the opportunity to embed innovative practices throughout its operating model and distinguish itself as a learning organization committed to evidence-based, continuous improvement in all aspects of its work. Innovation can be defined as alternative ways of operating from current practices and can be applied to strategic management, operations (including service delivery and deployment models), processes, governance and accountability structures, data and information systems and use of technologies.

Why this is important for Alberta?

The population, economy and environment is continuously evolving. For this reason, any future provincial police service must also be open to changing alongside the people it serves, otherwise it will not maintain the same level of relevancy as when initially established. To do this effectively, it must adopt a lens about what is working and what is not using a continuous evidence-based approach.
Adopt a citizen centered approach that is responsive to the needs of individuals and communities

A future provincial police service can adopt consistent, accessible and coordinated support for citizens, specifically victims of crime, by offering a single point of contact throughout their support journey. This requires a systemic approach to collaboration between a provincial police service and partner agencies and puts victim needs as a determining factor in the development of all elements of the operating model, and training the workforce in a trauma informed approach to communication.

Why this is important for Alberta?

The organization will embed the health, well-being and dignity of its diverse workforce

Right from day one, the future provincial police service will prioritize the health and well-being of its workforce to provide a respectful, safe and secure working environment, that is free from violence and harassment of all types. It should be designed into the fabric of a provincial police service at all levels of the organization for operational and civilian personnel, and be embedded from recruitment, training, ongoing supervision and management and exit from the service. This should be based on evidence-based approaches to designing appropriate supports, such as preventative measures to identify risk, oversight and management training alongside specialized health and wellness capabilities delivered in partnership with other agencies and issue specific programs.

Why this is important for Alberta?

A future provincial police service has a responsibility to deliver high quality, effective policing services at a reasonable cost for the communities and peoples of Alberta. Evidence has shown that failing to appropriately address concerns about physical and mental health amongst officers, leads to decreases in job performance, impaired decision-making abilities and rising agency costs due to increasing absenteeism and workplace accommodations. In short, workforce wellness has a direct impact on the ability of a police service to be effective.
This section provides an overview of the various elements of the proposed recommended model including governance, capabilities, and the associated costs of providing these services.
The Government of Alberta is evaluating a unique opportunity to build a “Fit for Alberta” provincial police service to specifically serve and be accountable to the diverse needs of the province’s communities. Developing an Alberta Provincial Police Service with the unique needs of Alberta in mind and future-proofed against the societal and economic trends impacting communities and law enforcement agencies across North America.

A modern provincial police service for Alberta should incorporate an innovative integrated service delivery model to strengthen connections and seamlessly integrate with social services, health services and the communities. An integrated model will better protect vulnerable people and populations, improve service levels, and address the drivers of crime and disorder in rural, urban, and Indigenous communities. The recommended policing model is designed to be responsive to the needs of victims of crime, communities of diversity, and the LGBTQ2SI+ communities.

The recommended service delivery model for the APPS focuses on community policing and sharing resources, data, and intelligence across all police services and non-policing partner organizations. The APPS should operate with an integrated model recognizing police services are a part of a broader community safety and well-being ecosystem. An integrated operating model for the Alberta Provincial Police Service should prioritize and focus on three key elements:

1. Community policing in rural, urban, and Indigenous communities as the “core business” of the APPS while collaborating with municipal police services, other government and community organizations to provide specialist services required for public safety.

2. Coordinating and maximizing the deployment of resources across all police services. This includes coordination with self-administered municipal and Indigenous police services, where appropriate, as well as utilizing shared data and formalized agreements to find cost savings by minimizing duplication of services, equipment, and infrastructure.

3. Integration with provincial services and community programs, including health services and family and social services, as a key component of addressing all factors of public safety and well-being and to deliver a high level of responsiveness and service delivery. Integration of communication and data systems with existing municipal systems allows for closer collaboration and access to real time data.

Integration and collaboration are essential to improving service levels for citizens and addressing the root causes of crime and disorder in Albertan communities. Integration and coordination between the APPS, municipal police services, and community safety partners will improve value-for-money through effective resource deployment and collaboration; addressing the root causes of crime and reducing duplicated efforts and investigations. Working together through formal governance arrangements will strengthen and expand the ability of law enforcement services, government and community organizations to make rural, urban, and Indigenous communities safer.
Value of an APPS to Alberta

The value of a provincial police service is in the ability to build an organization that is both fit for Alberta and accountable to Albertans. The APPS should focus on prioritizing local community needs, building connections and community engagement, with all people in Alberta including communities of diversity, newcomers, the LGBTQ2SI+ community, Alberta youth, Indigenous communities, faith groups and others, in order to be proactive in services provided. The creation of an APPS also for policing to be tailored to the local challenges and proactive in service to rural Albertans, Indigenous people, and urban communities that is challenging to accomplish under the current model of policing in Alberta.

Enhanced Community Input & Accountability to Citizens

Giving communities a voice in what services are delivered, how services are delivered and how police performance will be measured will guide tailored fit for Alberta services in each community.

- Prioritizing community policing with local resources who are recruited and representative of their communities, with a focus on proactive problem solving and ongoing community engagement
- Local Police Commissions to increase accountability to local community priorities and service needs
- Rethinking how performance is measured by moving from a broad national focus to a high tailored local community focus. This can be best achieved by developing performance metrics directly with the communities being served to truly connect the needs of the community
Rethinking what resources are needed and how those resources are deployed to be more responsive to service calls across Alberta allowing the APPS to increase the number of regular members in communities across Alberta and be more flexible in meeting the needs of each specific community.

- Increased numbers of members providing front line services including multidisciplinary teams dedicated to mental health, addictions, and family crisis response that include nurses, social workers and other professionals partnered with officers
- More effectively coordinating with Alberta Sheriffs and Community Peace Officers for rural response, prisoner transport, and non-urgent responses to enable members to respond faster to calls in their communities
- Staffing experienced skilled members in all communities by building long term career paths for members who wish to stay in their communities and minimizing the need to transfer to be promoted

Improved Service Levels Across Rural Alberta, Indigenous Communities, & Municipalities

Improved Efficiency, Integration, and Value for Money

Fit for Alberta Innovations

The proposed model incorporates a number of innovations and value-add features and characteristics that are distinct from the current state. Incorporating innovative evidence-based approaches to the complex challenges facing Alberta communities including in rural policing, mental health & opioid responses and policing in Indigenous communities. The proposed model further provides an opportunity for the flexibility for the continuous improvement service delivery by identifying opportunities to incorporate new ways of working and research backed approaches from leading police services that have been tailored for Alberta. These Alberta focused value added elements are difficult to implement and develop in a national policing organization.

- Integration with victim services, health services, family services, education and other provincial services as a core component of APPS operations, including 65 dedicated mental health and family crisis response teams
- Sharing resources and information across all law enforcement agencies in Alberta through formalized agreements and integrated infrastructure
- Local recruiting programs targeted to recruit, hire and retain people who want to live in their communities and who represent the diverse communities being served

Integrating with other services to maximize Alberta’s resources through efficient and cost effective partnerships built into governance arrangements and operations

- Embedded operational competencies and integrations aligned with other provincially delivered services including health care, family and community services, mental health supports, education and addictions treatment
- Integrating with other police services in the province with shared data, real time communications, shared training facilities and standards, and responses to reduce duplication of investigations and expanding the role of ALERT in Alberta
- Leveraging existing expertise and infrastructure in Alberta to provide lab services, specialized operations, training, and civilian expertise specialist fields such as financial crime or cyber crime to allow members of the police to focus on proactive community policing and improving service levels
- Utilizing existing government of Alberta technology, infrastructure and processes to maintain economies of scale, reduce infrastructure investment costs and be more efficient in service delivery for enabling functions
There is a natural alignment between a provincial police service and integration with other provincially delivered services - health services, family and community services, addictions support, and education to address the root causes of crime and disorder. An effective police service must connect with those services to provide a response that breaks the cycle of crime, prosecution and reoffense while working to protect the most vulnerable.

The APPS can build these integration points directly into the service delivery model and embed them into the organization with formal governance and dedicated resources, which is not possible in the current model. Integration and collaborative response between these connected services is the most effective way to address the root causes of crime and disorder and reduce the significant economic, social, and legal impacts to Alberta. Integration and collaborative partnerships also need to be strengthened between police services in Alberta. ALERT has been very effective in delivering complex investigations and organized crime response in Alberta and is centered on integration between police services. The recommended model will introduce elements of the ALERT model to the entire province while also investing to expand the scope of ALERT to maximize its impact in the province.

The current policing model is centered on a federally operated police service (RCMP), which is attempting to build these integration points to provincially delivered services in response to changing demands. A provincial police service has a unique opportunity to determine what its role will be within a broader community safety and well-being ecosystem and build collaboration and integration with other agencies into its core design.
Approach to Operating Model Design

To continue to be effective to a rapidly changing population, the APPS cannot become a static organization and must continue to evolve its scope, structure, services and capabilities to meet its mandate. This is necessary given the dynamic nature of public safety and the evolving needs and expectations of citizens. The APPS must be able to manage and deal with present public safety challenges but also respond to future threats with agility. Capabilities must be aligned to support future operational challenges as an imperative to delivering high levels of service in community policing and building public trust.

The role played by the APPS in Alberta has to be considered in the context of the broader network of organizations who operate across the continuum of public safety to provide services relating to public safety, protecting vulnerable people, crime reduction, health and well-being of citizens and communities and law enforcement. In order to develop a model that reflects the need for integration, the project team took a capability driven approach that considers the scope, services, and structure of the APPS in the context of Alberta public safety and well-being.

Leading policing organizations globally are turning to capability driven models to restructure and transform services - optimizing resources by ensuring the right capabilities are accessible to the entire organization where they can have the most impact. Recent capability driven designs have included the Australian Federal Police and the UK National Police Chiefs Council Specialist Capabilities Program. The UK’s Special Capabilities Program ensures services have the money they need to retain what the public want and value, whilst recognizing the importance of managing high-end capabilities differently. In responding to a rapidly changing and complex public safety environment in Alberta, the APPS will need to mix proven ways of policing and new ways of working to reimagine how community policing should be done in Alberta in the most efficient way possible to adapt to an ever changing threat landscape.
A particular combination of people, processes, information and technology necessary for an organization to deliver a specific service required to achieve a specific outcome. It is the combination of resources that give the organization the ability to undertake and deliver a particular service to the people it serves. These can be internal capabilities that enable the organization to operate efficiently such as human resources or data analysis, or can be citizen facing such as responding to calls for service.

What is a “Capability”?

Why does a capability led approach make sense for policing?

Capability Driven Models are an innovative tool being used by leading police organizations to respond to the changing nature of crime. At the heart of the capabilities led approach is a view that policing is best understood in these terms - as a group of linked and complementary capabilities.

When brought together in different combinations, these capabilities reinforce one another and allow policing to tackle complex threats, achieve outcomes, and, overall, lead to more positive public safety outcomes.

Structure driven models lead to “silos” which does not maximize the breadth of talent, resources, and equipment it has at local, regional, and provincial levels. Capability driven models are based on the idea that the whole organization has access to all the capabilities based on need.

A capabilities view leads to a “networked” approach whereby capabilities are developed across organizations. This approach allows for the best elements of local policing to be maintained, while also connecting forces to one another and national organizations in ways that increase effectiveness, efficiency, and ensure sustainability.
Operating Model

An operating model is very complex and in order to assist with understanding how the different pieces fit together it is important to first understand what the different pieces are. A brief description of the various elements is provided below and will be discussed in more detail in the coming sections below:

Elements of the Future Model
Governance Structure
The governance structure will define how the organization’s governance is delivered and the mechanisms or bodies required to provide effective oversight & governance.

Strategic Capabilities
The Strategic Capabilities set the direction of organizational leadership, operational strategy, and partnerships in order to maximize delivery of services and ensure achievement of objectives.

Operational (Community Policing & Field Operations) Capabilities & Citizen Centric Service Delivery Model
Operational capabilities are focused on meeting the demands of citizens and are considered the “core” of the business. Service delivery locations and resourcing requirements are considered as a part of the service delivery model.

Mid Office Capabilities
Mid Office is the connection between front line service delivery and the enabling infrastructure. In a policing model the mid office consists of elements such as call taking, dispatch, and real time communications.

Enabling Capabilities & Internal Service Delivery Model
Enabling capabilities are internally driven and required to support effective public facing capabilities. These capabilities stretch across all operational capabilities to allow effective delivery of operational services and to “keep the lights on”.

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Based on all of the key elements identified in the previous section, the below model has been recommended.

Recommended Integrated Services Model

- **Health Services**
- **Victim Services**
- **Family & Community Services**
- **Education**
- **Community Organizations**

**GoVERNANCE Structure**

**Executive Functions**

**APPs Operational Capabilities**

**Mid Office Capabilities**

**Enabling Capabilities**

**ALERT Sheriffs**

First Nations Policing

Municipal Police

RCMP (reserve policing)

Coordination

**Back**

**Front**
Govermnace Model

Globally, there is increasing emphasis on the accountability and transparency of policing to build trust and improve police legitimacy. This has been accompanied by the development of independent oversight agencies to ensure that the provision of police services is compliant with the law, human rights standards, and expectations of the community for fair and consistent police service delivery. In considering the potential creation of an Alberta Provincial Police Service, it is important the appropriate governance model is in place that identifies the responsibilities of the province, municipalities and other stakeholders and that accountability for performance is clearly defined.

The opportunity to truly build a community policing focused organization requires a governance structure that is accountable to rural and urban communities and Indigenous people in Alberta. The governance structure should also establish a voice and accountability to vulnerable populations, minority groups, new Canadians, disabled people and members of the LGBTQ2S+ community across the province. The impact of societal shifts and changing citizen demands of policing have highlighted the need for transparency, credibility, and a governance structure that gives a strong voice to citizens and allows communities, through representatives, to hold police services responsible for their actions. This accountability to citizens also requires independent decision-making and governance over operations to mitigate the risk of political influence on operation decisions, perceived or real.

To achieve citizen-focused accountability and operational independence, a potential Alberta Provincial Police Service should be structured as an arm’s length commission-led agency that is independent of the Government of Alberta.
It is recommended that a Provincial Police Commission is established to act as the strategic oversight and leadership body of an Alberta Provincial Police Service. The Provincial Police Commission would have full decision making authority for strategic planning, decisions about types of services required, and financial decisions regarding how the APPS budget is allocated (total budget will be determined by Alberta Treasury Board and Finance through the provincial budgeting process). The Commission will also be responsible for hiring the Chief of Police of the Alberta Provincial Police Service and have the authority to remove the Chief of Police in the event of any alleged misconduct.

The Ministry of Justice and Solicitor General, in the recommended model, would collaborate with the Provincial Police Commission to determine provincial public safety priorities and agree on performance measures for the organization. The Government of Alberta will retain the authority to appoint members of the Commission through a transparent appointment process and will also retain the power to remove members of the Commission, as is the case with other agencies in Alberta.

### Building Accountability to Citizens and Independence in Operations

It is critical that the Provincial Police Commission is representative of the diversity and different communities in the province. Diversity of experiences, backgrounds, ethnicity, genders, expertise and capabilities is essential to consider in the selection of the Commission. The commission membership should bring a diversity of professional and technical expertise in order to provide for well-rounded and thorough decision making and planning from a variety of perspectives including consideration of financial, public safety, human resources, and legal concerns. A civilian led Provincial Police Commission will give civilians and communities strong voices into how police services are delivered and a strong mechanism to ensure that the police service reflects the needs of local Alberta communities.

Commission members should also have a broad range of functional skills such as community advocacy, risk, legal, ethics, human resources and finance. This structure emphasizes giving broad representation across varied stakeholder groups and allows for input from within the provincial government and external to the provincial government in determining who would sit on the Provincial Police Commission. This should increase the ability to appoint an independent commission of qualified individuals who bring an adequate diversity in professional skill sets and are representative of the communities being represented.

The Police Commission should form the relevant strategic sub-committees to support effective governance and strategic decision-making including but not limited to an audit and risk subcommittee, public wellness and community policing subcommittee, vulnerable populations subcommittee, innovation and continuous improvement subcommittee.

### Police Commission Structure

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### Size of the Commission

Should not exceed 15 members with a recommended size of 7 or 9 members. These members could include:

- 1-2 members representing rural communities
- 1-2 members representing urban communities
- 2-3 members representing Indigenous communities
- 2 members representing the Ministry

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Establishing Strong Civilian Oversight

It is recommended that an independent oversight organization be created to adjudicate disciplinary actions in the Alberta Provincial Police Service. This body would provide an independent system for investigating complaints about the conduct of police officers based on civilian oversight and civilian-led investigations into complaints against the APPS. In Alberta, ASIRT currently performs this function for serious incidents using a hybrid team of officers and civilian investigators. The recommended civilian oversight body should be separate and independent of the Alberta Provincial Police Service and with its own team of independent, civilian investigators who are responsible for delivering investigations free of police or government interference in order to maximize the credibility of their investigations. The Police Act will need to determine the specific roles and responsibilities of the organization in relation to investigation, prosecution, and discipline and the relationship with any other potential oversight bodies proposed by the provinces.

It is recommended that the oversight body oversees investigation of complaints relating to operations or delivery of public safety services by any member of the police agency, investigation of complex or serious complaints relating to systemic or organizational misconduct, and investigation of misconduct relating to vulnerable and diverse populations. Based on leading practice, the investigation and adjudication of complaints through Misconduct Panels should be distinct from one another to avoid potential conflicts. Ideally, an independent investigation would be undertaken by this body followed by the identification of appropriate discipline authority to review the recommendations of investigators and undertake the misconduct hearing.

This body should have the capacity that is independent of the government and the police agency to receive complaints directly from the public and the protocols for citizen complaints should be enshrined in legislation. Additionally, it is recommended that legislation be enacted to ensure that the APPS must cooperate with and comply appropriately with any investigative requirement and communicate complaints that are made directly to the police to the independent investigations body in a timely manner without interference or intervention.

Local Police Commissions

In order to allow for local voices to be heard, the governance of the Alberta Provincial Police Service should include local commissions similar to the community Police Commissions utilized in Ontario and Scotland. These commissions should be the core of the partnership required between communities and community policing services as a part of a broader strategy for public safety and community well-being. Local Commissions will be active in determining how policing is provided in their local community and working with local detachments to achieve positive outcomes.

These local Police Commissions should participate in:
- Setting priorities for community policing services and community safety initiatives jointly with the detachment commander
- Advising the detachment commander assigned to area, on police services and supports required in the area
- Collaborating with detachment commanders in establishing local policies for police services, remaining cognizant of the Chief's operational independence
- Participating in the selection of the detachment commander, remaining cognizant of the Chief's operational independence
- Receiving regular reports from the detachment commander and monitoring performance in achieving community priorities and providing evidence-based recommendations for improvement
- Providing regular feedback to the Provincial Commission on performance and priorities that need to be considered

Roles and responsibilities would need to be formalized and further developed through the Police Act, in particular with reference to defining the operational independences of the Chief of Police. At the local municipal level, detachment commanders should establish and cultivate close relationships with municipal partners in government and the community and be held to account for their performance in establishing collaborative relationships. Local representatives should be able to communicate and collaborate with detachments to address concerns at the municipality level. Local commission members who have concerns about the level of service being received should have the ability to report into the Provincial Police Commission to request changes to detachment leadership and hold local detachments accountable.
Performance Metrics and Locally Determined Priorities

Local detachments and Police Commissions should collaborate to establish performance metrics and measures for service in their local area. This joint ownership of developing strategies and performance measures for local services should bolster the connection and accountability with local communities and increase responsiveness and strengthen the relationship of communities and local police service.

Academic researchers are beginning to define what dimensions of policing should be measured and highlights the following seven dimensions of police work which provide a solid foundation for defining performance metrics for individuals, units and the organization to drive continuous improvement and accountability of outcomes. These dimensions are:

- Public confidence and trust in police services
- Engagement with the community and police community partnerships
- Reduction in Crime & Victimization
- Offenders called to account (through prosecution, restorative justice, alternative measures etc.)
- Reduced fear & enhanced sense of personal security
- Civility in public spaces
- Use of authority or force fairly with appropriate oversight from civilians and communities
- Effectiveness and efficiency of use of financial resources
- Police leadership and organizational effectiveness using jointly established metrics for local leadership and individual members

Policing in Indigenous Communities

The development of a model for policing in Indigenous communities requires a process of engagement and consultation with all Indigenous stakeholders. This project had limited discussion with First Nations and Métis groups in Alberta in the development of this report that is not considered sufficient engagement with those communities. During these general discussions, the Indigenous participants strongly reiterated that fulsome engagement by the provincial government would be required before any definitive decisions were made about policing Indigenous communities going forward. However, the implementation of an APPS does present a unique opportunity to reimagine police services for Indigenous communities in Alberta, and to begin addressing the historical and contemporary challenges that have surrounded police-Indigenous relations.

The creation of an APPS presents an opportunity for Indigenous communities to co-develop community safety and well-being strategies that are reflective and respectful of their culture, traditions, and history. It provides the opportunity to build a strong foundation of trust and legitimacy with the new police service. This trust can only be developed through meaningful discussion and engagement from the outset and ongoing dialogue and participation in decision making throughout the process. Each and every Indigenous community has their own unique history, culture, and contemporary needs that should be recognized and incorporated into the process of engagement and development of a future policing model in Indigenous communities.

The recommendation to include representatives from Indigenous communities on the Provincial Police Commission has been detailed in the Governance Section. This will provide a strong, permanent Indigenous presence at the highest level of governance with impactful Indigenous representation. This can be further strengthened by the creation of an Indigenous advisory panel to provide guidance and recommendations to the Chief of Police, making certain standard operating procedures and policies are developed with the appropriate consideration given to Indigenous culture, history, values, and are responsive to the current needs of Indigenous people in Alberta. This advisory panel could be appointed by the Ministry, the Provincial Police Commission, or directly by First Nations and Métis leadership.
Strategic Capabilities & Executive Functions

Police Chief & Deputies

The skill set of the Chief of Police should include a forward thinking and strategic lens and the ability to see the connection between the policing operations and other services that are critical to community safety and well-being. The Chief of Police will be responsible for defining the organizational DNA and driving its culture, especially in the early stages of maturity. The selection of the first Chief of Police will have a long lasting impact on the organization beyond the tenure of the individual and careful consideration should be given to selecting a candidate who embodies the characteristics, culture and values of professionalism, character, collaboration and innovation that are essential to building trust through community policing and engagement.

The Chief of the APPS will be responsible for implementing the strategic direction from the Provincial Police Commission and translating that into operational direction to be cascaded down throughout the organization. The Chief of Police should complete annual performance evaluations by the Commission to assess the extent to which operational performance against strategic priorities has been achieved. The Chief of Police and the Commission should agree on specific metrics and performance indicators, professional development goals and organizational metrics that will be the basis of the annual review of the Chief's performance at the Commission level.

The Chief of Police will be supported by an Executive Office that will be responsible for delivery of strategic functions and decision making. This office will assist in strategic planning, operational standard setting, performance and continuous improvement, data analytics and support services, and managing commissioning of services and partnerships. These functions will be detailed in the operating model section later in this report.

Deputies could include a mix of civilian and sworn members and bring the same considerations for diversity that were discussed in selecting members to the Police Commission. Increasing the ability of civilians to be a part of leadership and to introduce a greater amount of professional diversity into senior leadership levels is increasingly important in modernized police services but must be balanced by the appropriate operational expertise and experience.
Executive Office

The Chief of Police and the senior leadership will need to be supported by a strong Executive Office to assist in strategic decision making, operational, and communications support. The Executive Office should include:

Organizational Performance Management Office
This office would evaluate evidence-based innovations and operational practices to ensure that they are meeting their intended outcomes. This enables them to determine where to target finite resources where they will have the greatest community safety impact or provide the best value for money, testing results to find out what works best, and tracking outcomes over time to adapt interventions and standard operating procedures to drive an organizational culture of continuous improvement.

Continuous Improvement Branch
This office will be responsible for rethinking how policing services are provided, evaluating the effectiveness of programs using data analytics and presenting evidence-based research-led recommendations to the Chief of Police and Deputies to drive decision-making.

Professional Standards Office
The Professional Standards Office would be the internal facilitator of APPS support of investigations being conducted by the civilian oversight body. This office would work to ensure that any required documents, evidence, or access to people in the provincial police service are provided to assist in investigating complaints. The Professional Standards Office should also be responsible for managing internal disciplinary issues or complaints not stemming from the public.

The Communications Office
The Communications Office would be responsible for planning, developing and executing internal and external communications on behalf of the Chief of Police and to be the voice of the organization when interacting with the public.

Strategic Partnerships & Commissioning Office
This office would establish and manage ongoing relationships with strategic and operational partners to facilitate cross-force initiatives and promote collaboration and provide a main point of contact for partner organizations to communicate with APPS command. This office should also manage all aspects of collaboration with other agencies.

Legal Services
This unit would provide legal advisory services to the organization including legal court challenges, contracting terms and conditions review and other advisory services as required.
Community Policing & Field Operations

As society’s understanding of crime, public safety, and community well-being evolve and the challenges being faced by law enforcement continually shift, police services around the world have been transitioning to a community policing approach to public safety. This philosophy of policing entails a transformation of how the organization approaches their role in the community. The creation of an APPS would provide the opportunity to reimagine community policing and to demonstrate how this model of policing can be effectively implemented and tailored to meet the needs of the people in Alberta. The recommended policing model would focus on problem solving, community engagement and collaboration, partnership working, proactive policing, ensuring the protection of vulnerable and at-risk persons, while at the same time, adhering to the rule of law and practicing democratic policing through fairness and consistency in its policies and operations.

To substantially implement a community policing model will require a change in the orientation, emphasis, community relations, geographical organization, recruitment, and training. In the past, policing has adopted the crime control and enforcement model as its primary purpose. Community policing incorporates a mixture of order maintenance and community service. The responsibility for community relations, engagement, and problem solving is the core of how each APPS officer should interact with the public. Community policing emphasizes proactive engagement with the community, a problem-solving approach to crime and disorder, and police partnerships and collaboration with all stakeholders. The objective is to create a shared vision of how best to raise the quality of life in communities and to create community safety and well being. The focus of APPS members must be on preventing crime—solving problems by getting to the underlying cause which requires effective integration with other services that is not easily achieved in the current policing model. Community policing relies on community input, connection to community, and accountability to local communities that is more challenging to build in the RCMP model in which local priorities and national priorities of federal policing are not always aligned.

The external community policing lens is only one element of creating an effective community policing service in Alberta. The internal elements, including organizational justice, health oriented leadership, mental health and well-being of sworn officers and civilian personnel must also be considered. These factors play a critical role in the ability of members to engage in a positive and effective role in their communities which is foundational to community policing.

Small actions such as actively participating in community traditions and events so they build a better understanding of the people they serve can have a significant impact on the credibility, trust, and relationship between the APPS and Albertans. Community engagement should go both ways between the public and the APPS and members of different communities should be encouraged to reach out and open doors for the APPS to engage with them and the APPS need to make efforts to participate and be engaged when the opportunity arises.

Training provided by the APPS to members of the community can be used for relationship building, to provide a clearer understanding of the APPS, and to share information on how the community can participate in crime prevention or other initiatives. Developing and maintaining trust, understanding and transparency through every available channel consistently will be important to the long term success of the APPS.

The APPS must shift its focus from traditional policing methodologies focusing on enforcement and increase the emphasis on protecting vulnerable people, proactive crime prevention, and community engagement, in collaboration and partnership with other statutory agencies, community and voluntary sectors (NGOs). Protecting vulnerable people, including minority groups, members of the LGBTQ2SI+ community, youth, and socially disadvantaged members of our communities must be a core part of the mandate for the day-to-day operations of the APPS and be a major component of the day to day service of each member. Proactive problem solving, engagement and service to the community must become the priority for operational decision making, resourcing decisions, recruiting, training, and service delivery of the APPS from the most senior levels down throughout the entire organization.
Community Policing Workforce

An Alberta Provincial Police Service needs to offer a higher level of service to rural, urban, and Indigenous communities. In order to provide better service, focus on solving community problems and proactive community policing, the APPS must have a workforce with the skillset to deliver on a community policing mandate which begins with recruitment and training.

Another distinguishing feature of community policing is that it emphasizes proactivity rather than just reactivity. The effective implementation of a community-centered, problem-solving approach to policing will also require robust research, planning, and analytical capacities and a workforce that is accepting of new approaches and continuous evolution.

Recruitment and training of APPS officers must be geared towards problem solving instead of enforcement focused policing that leans more heavily on crime control, and also on upholding the human rights of citizens which are critically important in particular for Indigenous and minority groups. A problem-oriented policing style requires officers to incorporate discretion while considering the characteristics of the incident (social context, physical setting, and actions taken before, during, and after the events).

Recruiting for Community Policing Across Alberta

Community policing is based on a connection between police services and the communities being served. The easiest way to establish that connection is to have members of the community join the APPS to serve in their communities. The APPS should focus heavily on recruiting rural Albertans to serve in their communities. The APPS should establish a strong recruiting program focused on local people to their local communities. The challenge of recruiting to rural and Indigenous communities is greater than the challenge of recruiting to urban locations and the APPS will need to develop a strong recruiting program focused on these communities.

A central tenet of community policing is that officers have a close relationship with the communities they are policing. Officers have an intimate knowledge of the community, its needs and expectations, and are able to develop partnerships with community stakeholders to prevent and respond effectively to crime and disorder. These relationships enhance public trust and confidence in the police and increase police legitimacy. One strategy to enhance this approach is to recruit officers from their home communities and have them serve as APPS members in these same communities, particularly in rural regions of the province. Accomplishing this should have a positive impact in addressing the long-standing challenges associated with the frequent transfer of RCMP officers in and out of communities. These transfers can often preclude the development and continuity of long-term relationships and community partnerships and initiatives which are foundational to community policing and the APPS should work to maximize continuity of resources, particularly in rural communities.

Diversity in the workforce will help to bring a variety of perspectives, experiences, and backgrounds to police operations that will enhance the community policing model. The ability of people to see themselves reflected and acknowledged in the police services in their communities is an essential part of building trust and credibility.

Recruiting members to serve long term in the communities they are already connected to will be important to providing better service to rural communities. Efforts to recruit to serve in the APPS should be focused on identifying candidates with strong emotional and social intelligence, leadership, a service focus, and problem solving. To truly deliver excellence in community policing, the APPS workforce must have the right skill sets to do the job, be representative of all Albertans, and be focused on service and engagement.
Training for Community Policing

APPS officers will interact with the public every day and will need to engage with people from all walks of life and become active participants in their communities. A different approach to training and the need to tailor training to relate to, understand, and engage with different communities, is required. This training should include a focus on communication skills, procedural justice and trauma-informed policing, anti-bias training, and the development of other competencies that will facilitate positive police-citizen interactions.

The effective implementation of a community-centered, problem-solving approach to policing will also require robust research, planning, and analytical capacities. This should guide the deployment of resources and provide evaluations of policies, operations, and programmatic initiatives.

Training to understand the specific Indigenous cultures in Alberta, the history of these communities, and their values will be essential to building a strong relationship with Indigenous people in Alberta. This training should not focus only on cultural awareness but should help foster a deeper understanding of Indigenous traditions, practices, and values needed to communicate and respond effectively to the unique needs of Indigenous communities. Educational programs offered through community groups and post-secondary institutions can be utilized to provide this training to officers. Where possible, this training should be tailored to specific communities in the broader historical and Alberta context.

Since community policing focuses on the needs of a specific community, there is no blanket schematic approach. An approach that works in one jurisdiction may not be applicable in another. Studies have found that police strongly favor community policing objectives and 97% felt that community-based alternatives to formal processing were a viable method to impart meaningful consequences.
Community Safety and Well-being Plans

Provincial legislation in Ontario requires municipalities of certain size to develop Community Safety and Well-being plans. These are strategic plans that identify the resources that can be mobilized to improve the quality of life in communities. These plans are developed through extensive consultation with the community and involve a partnership via a multi-sectoral advisory committee composed of representation from the police service board and other local service providers in health, mental health, education, community and social services, and children and youth services. These plans should be included in an update to the Police Act in Alberta and incorporated into the recommended provincial policing model.

The model utilized in Ontario has four key components that are recommended for adoption by the APPS and municipalities as the framework for developing Community Safety and Well-being plans:

**Social Development**
Addressing underlying causes of social issues through upstream approaches that promote and maintain individual and community well-being. This includes supports that promote social and economic inclusion and equity.

**Prevention**
Applying proactive strategies to known and identified risks that are likely to result in harm to individuals or communities if left unmitigated.

**Risk Intervention**
Identifying and responding to situations of acutely elevated risk and mobilizing immediate interventions before an emergency or crisis-driven response is required.

**Incident Response**
Circumstances that require intervention by first responders such as police, paramedics, and other crisis-driven services in the human services system.

Components of the Community Safety and Well-being approach are increasingly being incorporated into the operations of municipal services in Alberta. It would be a significant opportunity for APPS to set a precedent by adopting a holistic approach to the Community Safety and Well-being and adopting evidence-based approaches from elsewhere in the country and internationally, demonstrating the APPS’ commitment to the role police play in a broader ecosystem of partners focused on improving outcomes for citizens.

Community safety strategies should include the use and implementation of alternative measures of justice including restorative justice and the opportunity for reconciliation and restoration.
Resourcing for Community Policing in Alberta

An important element of policing is deploying the right resources to the right places at the right times to meet the needs of the community and to increase service levels in rural, urban, and Indigenous community settings. Different levels of risk, complexity, and urgency are best addressed by a tiered approach in which officers with different levels of training are deployed to calls for service. A tiered approach focuses on deploying the most effective person, at the right time, with the correct training and expertise, to respond as quickly and effectively as possible to provide the appropriate response or service.

A call to respond to a theft from a garage while the owner was on vacation a week ago, the call for help in responding to an active domestic assault complaint, and a call responding to a person in mental health crisis may all require a public safety response. However, the type of response in terms of turnaround time as well as the skills of the responding personnel and the equipment they require may all be different.

A tiered resourcing model will facilitate the APPS deploying the most appropriate personnel to respond to specific calls for service from communities. A fully sworn officer member of the APPS will often be the best suited to respond to a variety of situations but not every situation. The province already has the components of a tiered policing model, composed of Sheriffs, Community Peace Officers, and Fish and Wildlife Officers. The creation of an APPS that embraces a tiered resourcing model, Alberta Sheriffs, Community Peace Officers, a mix of different levels of regular members of the APPS, civilian specialists and other roles allows for the greatest flexibility and increase in service levels while minimizing operational costs.

These types of tiered resourcing in law enforcement are common in the United Kingdom, the United States, Europe, Australia and are becoming more common in Canada. Community Safety Officers in Saskatchewan, Manitoba and British Columbia are all examples here. Tiered resourcing can allow for increasing the number of front line members who are serving communities by utilizing different roles and skill sets to be more effective and cost-efficient. This will ultimately lead to more “boots on the ground” in rural, urban, Indigenous communities across Alberta and should drive service level improvements while reducing operating costs.

The APPS can utilize this model throughout its operations to be more efficient and effective in its resource management than traditional resourcing approaches. A tiered approach focuses on deploying the most effective person, at the right time, with the correct training and expertise, to respond as quickly as possible. Ultimately, the mix of regular members, peace officers, civilian members, and other roles should be defined through collaboration with individual communities so that each community has a say in who provides services in their communities and the types of roles that best suit the needs of local citizens.

Deployment of resources and field operations should be tailored to reflect the unique needs of individual communities when delivering proactive community policing. Communities should have the ability through local commissions and relationships with local detachment commanders to help determine which resources are required in their communities to best meet their needs.
The recommended model also includes continued use of the RAPID response (Fish and Wildlife Officers providing support for response in rural areas) and the expansion of civilian community safety officer roles in rural areas and Indigenous communities. This is a part of the response to increase service levels and presence in rural areas and smaller communities, including Indigenous communities, in Alberta.

Each of these roles should be focused on community policing and proactive service as a core part of their job descriptions and performance evaluation. The descriptions above speak only of the risk and complexity of services being provided but do not describe the demand for service to citizens, professionalism, problem solving, expertise in procedural justice, relationship building and discretion that community policing requires. Every role in the APPS should be focused on community policing, service to citizens and building trusting, and credible relationships with Alberta communities.

The recommended model and related costing are presented as two options, Model A and Model B, which represent the proposed boundary range for identifying the optimum resource mix factoring in the specific community requirements. Once local community input is factored into the resourcing decisions, the final APPS model is likely to fall somewhere between Model A & Model B. All other inputs and assumptions are assumed to be the same across both models.

The recommended model results in a total of 4,189 positions compared to 4,030 as of June 2020 in Alberta. There are 121 additional front line staff and 38 additional public service employees. The exact mix of resources in each detachment should be determined considering the needs of the local community and the resourcing required should expand with population changes and demand for service in the province over time.

All of the roles should be filled by individuals who are committed to the community policing ethos recommended in this model. Some of the recommended roles include:

- APPS members focused on proactive community policing and protecting vulnerable peoples with varying skill sets and responsibilities according to expertise, training, and experience including:
  - APPS members (Level 1) - Responsible for high risk, complex, urgent responses (1,613 - 3,153 FTEs)
  - APPS members (Level 2) - Responsible for lower risk, non-urgent calls for service, and traffic operations (0 - 1,540 FTEs)
- Health, Family, and Social Work Professionals (65 FTEs)
- Specialized response including mental health response, wellness checks, opioid related calls, and non-violent family crisis situations
- Civilian Specialists (971 FTEs)
- Specialist investigators including forensic accountants, cyber security professionals, data analysts, and lab/forensic technicians
Community Policing Detachments, Co-location of Services and Hub Tables

The APPS has the opportunity to strengthen the connection between the police service, other provincial services and community based services by co-locating those services in the same building and sharing the same working environment. This will allow the APPS to have access to resources to support community policing, alternative responses to social disorder, and will allow the province to provide support required to address the root causes of crime and be proactive in their response to crime and community disorder.

This collaboration will encourage partner organizations to work together in addressing the specific needs of individuals and specific situations in which collaborative responses and early intervention are most effective within a shared problem-solving framework. This collaborative approach has been used by the Police Service of Northern Ireland as a part of their community policing model, leading to proactive responses to individual and community needs resulting in positive outcomes for individuals and communities.

The co-location of services is particularly useful in responding to and addressing the needs of persons who are vulnerable and at-risk. This includes responding to persons with mental health and addiction issues, the victims of domestic abuse, and children at risk. These persons often require the services of multiple agencies and, at present, the responses are often siloed rather than being integrated into a plan that will meet the needs of the individual. Service hubs with co-located services can allow for these multi-agency teams to meet and work together and assess the needs and response required for vulnerable people. This collaborative approach should reduce the total costs of these services to the province through early intervention and a reduction in the need to provide repeat services to vulnerable people.

As a part of integrated services and to enhance collaborative responses, the APPS should implement Hub Tables in coordination with the Government of Alberta, municipalities, and community organizations. A Hub Table is a team of people from various government ministries and community agencies that meet periodically to address specific situations involving individuals and/or families who have a significant probability of experiencing harm if they do not receive some type of intervention. The team works collaboratively to develop immediate, coordinated and integrated responses by mobilizing existing resources with the intent of reducing risk in a timely manner. Hub tables have been implemented with success around the world and here in Canada including in Saskatchewan.
Mental health calls and well-being checks have, increasingly, emerged as a police responsibility and the Alberta RCMP has the highest rate of these occurrences of any jurisdiction in Canada. In Alberta over the past 5 years, these services have represented roughly 1 in 25 calls to the police (average of 4.19% of all occurrences between 2016 and 2020). The APPS must recognize this trend is not a short-term development and begin to dedicate specifically targeted strategies and resources to providing this service.

To meet the rising challenge of responding to these calls the APPS should create 65 teams dispersed provincially of Level 2 APPS members and mental health or social work professionals to respond to these calls. Multi-agency teams are becoming increasingly common in police services nationally and internationally. The Vancouver Police Department and Coastal Health Authority have partnered to respond to at-risk persons with addiction and mental health issues and the Edmonton Police Service participates in the Police and Crisis Response Team (PACT). These teams are particularly cost-effective in rural areas where there is often a lack of support services.

Multi-disciplinary teams will provide better levels of service for Alberta’s, reduce the cost of response and improve the outcomes of these challenging situations. Mental health calls and response often take a significant amount of time and result in officers being unavailable to provide the appropriate response to other calls for service in their communities. This is particularly problematic in communities with fewer resources available which impacts rural communities in Alberta to a greater degree than large urban centers.

Expanding the Role of ALERT

ALERT has been very successful as a collaborative effort to investigate serious and organized crime in Alberta through the joint efforts of the RCMP and municipal police services. Increasing the resourcing would allow it to expand its involvement in case investigations and maximize the use of resources.

These additional responsibilities could include investigating cases of human trafficking and financial and cyber crimes. Preliminary discussions with ALERT conducted as part of the present study confirmed that this expansion of ALERT’s mandate could be achieved with additional funding. Additional resources would also increase the capacity of ALERT to provide real-time assessments of provincial threat levels, more thorough criminal intelligence, and an enhanced capacity to share data, crime records, and analytic tools and resources.

A detailed demand analysis would need to be undertaken on a capability-by-capability basis, that would also incorporate potential future changes to threat to determine the comprehensive resourcing picture. An initial view would suggest that in the future APPS model, the APPS could provide approximately 285 sworn and specialist civilian resources to facilitate an expansion of services which is an 50% increase in resources provided to ALERT. Any resources that are not required by ALERT can be allocated back into community policing services.
Incorporating Traffic Sheriffs in the APPS

Given the close link between public safety and traffic operations that has been recognized by many law enforcement services, including the Ontario Provincial Police (OPP) and Sûreté du Québec (SQ), the APPS should incorporate and consolidate all provincial traffic operations into the APPS. This would include bringing up to 269 Alberta Sheriffs and the related administrative supports to become members of the APPS in Level 2 roles.

The elimination of duplication of services between potential APPS and Alberta Sheriffs, the reduced need for training and recruiting members of the APPS to fulfill these roles and the existing fleet assets can all be utilized to reduce additional costs and the potential costs to transition to the APPS in the future.

Collaborative, Shared Service Approach to Specialist Services

The APPS should prioritize community policing as the primary focus of the organization and resources, however, Albertans require specialist services to maintain public safety. The APPS should take a “smart owner” approach to providing those services to Albertans where the cost of ownership, the demand for services, and the ability to collaborate or outsource services is weighed to determine the need for the APPS to invest resources.

The APPS should pursue agreements to “contract” specialist services from Calgary for Southern Alberta response and Edmonton to provide services to Central Alberta in a regionalized service approach. Services such as air support, canine units, and tactical teams can be cost shared across the province using this regionalized service approach.

The province and the municipalities would need to negotiate a compensation rate for each of these services that made sense for all stakeholders, adequately reimburse municipalities for providing those services which would reduce costs for municipal police services and allow for more cost effective service to rural communities.

This resource sharing would need to be formalized through contractual agreements and would reduce the cost of police services for municipalities, maintain service levels for all Albertans, and reduce duplication of equipment purchases, training, and services across the province. All Albertans would benefit from such savings.

Further study should be undertaken on the potential demand, risk and resource profile of specialist capabilities by the Government of Alberta prior to establishing an APPS.
One of the challenges in conducting investigations for police services in Alberta is the slow processing time for forensic analysis and lab services which are currently provided by the RCMP in several labs across the country. Currently, lab services requests are triaged on a national basis and it can take weeks or months to receive results, which hinders case investigators and court processes. This challenge is faced by RCMP K Division investigators, municipal and First Nations police services in Alberta and nationally. The lack of forensic capacity and the lengthy processing times for forensic evidence have been consistently cited as a challenge by the Alberta Association of Chiefs of Police.

In Ontario, there is a tiered lab and forensic services model that is designed to expedite the turnaround time for forensic analysis. The OPP utilize a provincial lab, private sector labs, public sector laboratories in post-secondary institutions, and the federal government lab to ensure results are received in a timely manner. The APPS should implement a similar service delivery model for lab services in the province. Lab expertise already exists in the province through the Office of the Chief Medical Examiner (OCME) and post-secondary institutions such as the University of Alberta and the University of Calgary on a fee for service basis.

In addition to these existing services, a provincial forensics lab is required to create the capacity needed to alleviate the backlog and improve the turnaround times required to facilitate effective forensic investigations. This lab would be utilized by the APPS to facilitate investigations but could also provide services to other Canadian provinces and their police services on a cost-recovery basis. This would reduce the costs to Alberta taxpayers and alleviate the capacity constraints on the federal government lab for other Canadian jurisdictions.

### Provincial Forensic and Lab Services

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### Prioritizing the Mental Health and Well-being of Members and Their Families

Extensive research has determined that their career in policing may significantly impact the mental health of both sworn and civilian members in police services. The mental health issues experienced by the police and first responders are often referred to as "occupational stress injuries", highlighting the fact that the sources of these issues may be both organizational and operational. This has resulted in an increased focus on the health and wellness of police personnel and police and other first responders.

Officers who are healthy and feel supported by their organization perform at a high level, are more engaged in community policing, and have higher levels of morale and job satisfaction than officers who do not have this same experience. The health and well-being of sworn and civilian personnel will be a priority for the APPS and the APPS should protect the health and well-being of the members by developing a comprehensive employee and family support program.

The APPS should develop wellness units on a regional basis staffed by members of the APPS and other mental health professionals. This program should consider physical health and injury prevention, mental health and peer support resources and programs, sleep and nutrition of officers. These resources must be readily available to officers across the province and the APPS should focus on including wellness as a core part of the organizational culture and day to day behaviours of its members. Recruits, in-service officers and staff should receive training in how to deal with the public and self-stigma that often results in personnel not seeking assistance for mental health issues. Several police services nationally and internationally have developed comprehensive programs that are successful in ensuring the mental health and well-being of their officers and an APPS program could be informed by the experiences of these services. The program offered by the San Diego Police Department is widely considered a best practice model for officer mental health and well-being (Police Executive Research Foundation, 2018) and can be utilized as a starting model to build a successful program in the APPS. Further details are also available in the Jurisdictional Scan.
An integrated model of policing in Alberta that coordinates resource deployment, reduces duplication of services and investigations, and is data driven requires the ability to share information and data, effectively communicate in real time and have an integrated operations command. The ability to maximize resources in the province and effectively collaborate will have a significant positive impact on the ability of police services in Alberta to work together to address public safety and community well-being.

Engagement sessions with Chiefs of municipal police services in Alberta and ALERT highlighted the need to integrate Record Management Systems (RMS), communications, and data across all law enforcement services in Alberta. The effectiveness of all law enforcement services in Alberta is hindered by limited levels of coordination and integration in the province today. Investigative results, operational strategies, and deployment can all be made more effective by integrating these capabilities.
Shared Data Across the Province

The APPS will need to invest in its own RMS that has the functionality to manage large volumes of detailed incident data and reports from frontline police. Building an APPS from the ground up presents an opportunity to bring to fruition the innovation of enabling data sharing and information across law enforcement services in Alberta. An effective way to facilitate data sharing is to integrate the record management systems across the municipal forces and the APPS. The integration will require buy-in from existing municipal police services. To facilitate the enabling of this initiative, the Police Act can stipulate the need to share data between law enforcement across the province.

The integration of RMS data will be challenging and will require investment in infrastructure, technology assessment and selection, compatibility analysis, as well as extensive analysis, formatting, and streamlining of data elements involved.

Integrated Real Time Communications

Alberta’s two major metropolitan centres, Calgary and Edmonton, have separately operated real time operations centres (RTOCs). The RTOCs are used to manage major events that require coordination from various emergency and local services as well as for daily officer deployment using data-driven algorithms and software.

RTOC setup requires significant capital investment that can be rationalized if demand for the services it provides is significant. The rationale for EPS and CPS to have separate RTOCs is that they police large metropolitan areas with high population density as well as several events occurring throughout the year. That will likely not be the case for the APPS where the majority of areas policed are small urban and rural. Therefore, building an RTOC for APPS is not an immediate priority and the need for it can be assessed after a few years of deployment. Stakeholder groups interviewed in this phase supported this view and considerations are given to leveraging the RTOCs of EPS and CPS to supplement APPS when and as needed.

In discussion with the Chiefs of both services, there was no opposition to the idea of collaborating and sharing the RTOC. Considerations are to be given for cost sharing, RTOC specific training, and coordinating scheduling of RTOC use. Further examination of the feasibility of sharing and collaboration of RTOC facilities between EPS, CPS and APPS in different parts of the province is required during the detailed assessment scope after this study.

Operational Communications, Dispatch and Call Centers

Building on the Alberta First Responder Radio Communication System (AFRRCS) to develop a leading integrated call center and dispatch services capability for all major police, fire and ambulance services has the potential to garner significant benefits from data sharing, operational coordination, situational awareness for first responders, and cost sharing.

Stakeholders from the Government of Alberta and major municipal and First Nations police services, supported the idea of integrating the call center and dispatch services and the Government of Alberta has already invested significantly in this infrastructure. This capability has been partially developed in Alberta today but it has not been fully implemented and not all agencies are using this infrastructure and system in the current model.

In the short term, the APPS should assume command of the existing call centres and dispatch utilized by the RCMP as long as functionality meets the current and short term future requirements. There is a need to conduct further detailed assessments of mid-office functionality, with particular consideration given to NG9-1-1 functional requirements, to define technical needs and develop detailed designs for the future state systems. An assessment of system and infrastructure functionality for mid-office call centres, communications, and dispatch may result in the need to procure new technologies to implement required functionality.
Corporate services such as finance, human resources, procurement, information management and technology, asset management, and legal services are essential parts of a viable policing organization. These services require resources and infrastructure to provide which can be costly to procure and operate. However, the APPS has the opportunity to integrate with and leverage existing Government of Alberta infrastructure and resources to reduce operational costs and infrastructure investments required to transition.

Enabling Capabilities (Corporate Services)

The APPS should utilize an integrated approach to providing corporate services that integrates with the existing Government of Alberta infrastructure, leveraging government resources to maintain economies of scale and building into the 1GX system implementation. The Government of Alberta has significant infrastructure that is already being utilized to provide corporate services to government ministries and agencies. Service Alberta should be considered as a potential avenue to provide these standard corporate services to the APPS which will allow for the APPS to take advantage of the economies of scale. Not all services can be provided by the Government of Alberta as a result of specialized processes, information, technology or operational requirements that cannot be met through standard corporate services functions. However, corporate services such as finance, standardized procurement, legal services, contracting, capital asset management, and fleet maintenance, can be managed through the use of existing processes, technology and infrastructure more efficiently through the Government of Alberta.

Initial engagement sessions with Service Alberta and other Government of Alberta stakeholders have indicated that capacity to deliver these services using infrastructure and technology in place today exists but will require additional personnel to deliver which has been included in the costing model developed.
Provincial Training Standards, Shared Facilities, and Programs

The APPS should develop a provincially-delivered training capability in the province, including cadet training. This training should be tailored to the specific needs of Alberta communities and every effort should be made to match the special competencies of officers with the needs of communities. There is an opportunity to collaborate with the independent municipal police services to share facilities and the costs of training as a part of a province wide approach to providing local training programs in Alberta facilities. Recruit and in-service training could be delivered within the province utilizing existing facilities where possible which should reduce the costs for all law enforcement services.

The cost to travel for recruit training and specialized training can be reduced by providing training to members locally in the province. This is in contrast to the RCMP cadets who are trained at Depot Division in Regina, Saskatchewan before being deployed across Canada. All RCMP recruits receive the same training in accordance with RCMP standards and priorities.

At this point, it is not being recommended that a single training facility be created for the APPS. The focus should be on maximizing the existing training facilities and resources in the province. However, there have been specific training facility requirements identified for development of new facilities or locations in the province. Stakeholders have identified the need for long range firearms training ranges in Alberta and the need for a closed driving track in preliminary discussions. The APPS should explore the possibility of utilizing resources with Canadian Armed Forces facilities in Alberta or the existence of other driver training locations in Alberta that may be available through partnership with organizations such as the Alberta Motor Association.

Discussions with the municipal Chiefs of Police revealed support for developing provincial training standards that are developed through a collaborative process between the municipal police services and the APPS. These provincial standards would allow municipal services and the APPS to operate more effectively in cases of joint force operations and joint responses. It would also reassure Albertans that all police officers in the province are trained to the same standard. This will ensure consistency in policing, a cornerstone of police legitimacy and public confidence and trust in the police.

Opportunities for training provided by members of different communities and groups should be sought out and encouraged at the provincial and local detachment levels. Training and informational sessions provided by members of different cultural communities, the LGBTQ2SI+ community, Indigenous communities, dis(abled) communities, youth groups, women’s groups, and newcomers to Alberta and Canada can be used to strengthen the relationship and trust between police and all Albertans.
FTE and Cost Summary

Based on the proposed operating model, costs have been estimated to summarize the total annual operating cost of the future provincial police in Alberta. This proposes a tiered resourcing approach composed of Level 1 members, Level 2 members, and specialized public service employees to deliver the operational, mid-office and enabling capabilities. As a part of this cost model, options for different resource mixes were considered of which Model A and Model B represent the proposed boundary range for identifying the optimum resource mix factoring in the specific community requirements. Under these scenarios, a total of 4,189 FTEs and 1,036 public service employees will be operating from 113 detachments to provide the policing services to the provincial and municipal areas currently serviced by RCMP.

The final breakdown of resources into Level 1, Level 2 and Public Service Employees could be anywhere in the ranges presented by the two models. The exact mix of resources in each detachment should be determined considering the needs of the local community and the resourcing required should expand with population changes and demand for service in the province over time.

Exhibit 6: Summary of Future State Resource Mix

<table>
<thead>
<tr>
<th>FTE Summary by Employee Type</th>
<th>Proposed Model</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Model A</td>
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<tr>
<td>Level 1 Members</td>
<td>1,815</td>
</tr>
<tr>
<td>Level 2 Members</td>
<td>1,540</td>
</tr>
<tr>
<td>Public Service Employees</td>
<td>1,036</td>
</tr>
<tr>
<td>Total Employees</td>
<td>4,189</td>
</tr>
<tr>
<td>Detachments</td>
<td>113</td>
</tr>
</tbody>
</table>

The annual operating cost for the proposed operating model A is estimated at $735m and model B is estimated at $759m (presented in Exhibit 7 below).

Exhibit 7: Summary of Future State Costs

<table>
<thead>
<tr>
<th>Annual Cost Summary</th>
<th>Proposed Model</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>Model A</td>
</tr>
<tr>
<td>HR</td>
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<tr>
<td>Equipment</td>
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<tr>
<td>Admin &amp; Other</td>
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</tr>
<tr>
<td>Total Costs</td>
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</table>
Assumptions

The future state cost model has been defined using the current cost baseline as a starting point and adjusting it to align with the proposed core capabilities, services and operating model. Wherever available, Government of Alberta cost benchmarks have been used to estimate the equivalent cost for future provincial police service. In absence of appropriate benchmarks, the current state cost has been assumed to be the basis for estimating the cost for future provincial police service and adjusted according to the assumptions in the future state operating model. All assumptions will need to be validated and updated as part of further study or when additional information is available.
Cost Benefit Analysis of the new model

The cost benefit analysis provides a comparative analysis of the costs of policing under the current model with RCMP and the costs for operating under the proposed APPS policing model.
This section provides a comparative analysis of the current provincial policing costs and costs for operating a future APPS policing model. The relative costs of continuing to operate the current RCMP model against the proposed APPS model should be considered in conjunction with the benefits of the APPS outlined in Value to Alberta and Operating Model sections. The benefits described cannot be reliably quantified and so the value of these innovations should be weighed against the costs on a qualitative basis. To compare the current and future state costs, it is important to make a like for like comparison.

The total current state cost of RCMP policing in Alberta in FY 19-20 was ~$672m and has been used as the baseline and the following normalization factors have been adjusted to estimate the approximate current equivalent cost of provincial policing:

- Assumed a 20% increase in salary for all RCMP employees across PPSCA, MPSA, FNPP and ALERT based on publicly available details of the new collected bargaining agreement negotiated by the National Police Federation and the Federal Government. This results in an increase in HR costs by ~$70m.
- As some Alberta Sheriffs are proposed to become a part of the APPS in the recommended model, the estimated operational cost for 269 Alberta Sheriffs who are currently providing relevant capabilities (e.g., traffic enforcement) has been added to the current state cost of RCMP policing. The total operational cost for Sheriffs in FY 19-20 was estimated to be ~$41m.
The current equivalent cost of provincial policing is ~$783m which includes
~$671m for the RCMP, ~$70m for the anticipated increase in salary costs
and ~$42m for transferring sheriffs operational cost.

The total cost of policing under the Proposed Model A is ~$735m, which is
~$48m lower than the current normalized equivalent cost of policing of
~$783m. These efficiencies are primarily driven by:

- Change in the resource mix between Level 1 and Level 2 members in the
  proposed model
- Assumed cost efficiencies of ~10% in certain categories (e.g. training,
  relocation, professional services, shared corporate services) by leveraging
  local facilities and Government of Alberta shared services

The Proposed Model B does not benefit from the savings associated with
resource mix in the proposed model, however cost efficiencies still result in a
reduction of ~$24m compared to the current model, through the assumed
cost efficiencies of ~10% in certain categories (e.g. training, relocation,
professional services, shared corporate services) by leveraging local facilities
and Government of Alberta shared services.

The actual savings in costs will be determined by the final resource mix of
APPS which should be determined with input from local stakeholders.

The final element to consider when evaluating the cost of the different
options are transition costs, estimated at ~$366m to establish the APPS and
transition away from the RCMP. These costs would be incurred over a 6 year
period from FY 21-22 to FY 26-27, with ~$125m of capital cost and $241m
one-time operating cost.
Assumptions

Wherever available, RCMP and Government of Alberta cost information have been used to estimate the current cost of equivalent provincial policing. In absence of appropriate information, the PPSA cost per capita has been assumed to be the basis for estimating the cost for sheriffs and adjusted according to the assumptions for sheriffs operations. All assumptions will need to be validated and updated as part of further study or when additional information is available.
The Transition Roadmap provides an overview of the approach, timeline, and key activities that need to be completed to transition out from the RCMP to the APPS and the associated costs. The transition Roadmap is required to ensure a smooth transition with minimal disruption to operations and public safety.
In order to transition effectively from policing in Alberta under the RCMP to a modernized policing model under a provincial police service, there are a number of complex activities that must be completed. The Transition Roadmap provides a high-level process, overview and key steps required to operationalize the recommended future model of policing.

Transition Elements

The transition Roadmap has been structured around nine key elements presented on the right and the following page. Each element will require a number of initiatives to fully transition or stand up across the different phases of transition. Activities may be more focused on different elements in different phases and the effort and resourcing required to transition will shift and surge to meet the demands of the different needs of the transition process. The Transition Management Office will be responsible for ensuring the resources required are available to deliver on each of these initiatives and will be the foundation for a successful transition.

Transition Management Office (TMO)

An overarching project management team to oversee and manage the transition project, escalate risks and issues and provide critical reporting to leadership and key stakeholders.

Decision Support, Legal, Legislative, and Negotiations

Legal requirements relating to transition including supporting decision makers, passing legislation (e.g., Police Act, amendments), and negotiating the exit with Public Safety Canada and the RCMP and the associated Transition Services Agreement to ensure continuity in services during the transition.

Governance

Establishing the Governance structure and governance bodies to oversee the APPS and provide strategic oversight through transition and operations.
Community Policing & Operations (Front Office)
Standing up front line community policing and field operations services in the APPS and managing transfer of services from the RCMP including specialist services and investigations.

Enabling Capabilities (Back Office)
Developing corporate services capabilities to support Human Resources, Finance and Procurement in order to establish the APPS and support operations after transition.

Indigenous Policing
An approach for conducting engagement and co-creating a future model of policing in Indigenous communities in Alberta.

Technology & Data Sharing Standup
Setting up the required technology and integration to support policing operations and corporate services for the APPS.

Mid-Office
Establishing operational communications, call centre, and dispatch services to support front line operations.

Change Management and Communications
Supporting change management and stakeholder engagement throughout transition to establish trust, transparency, and credibility with the public in Alberta.
Key Considerations

This roadmap has been developed as the initial approach that will be utilized by the Government of Alberta and the Transition Management Office to deliver this transition. A preliminary assessment of some of the interdependencies has been provided in the descriptions of individual initiatives and it should be noted that at any point in the transition there are several major initiatives in flight. This roadmap provides an overview of the progression of initiatives based on the assessment that has been completed as a part of the transition study. This progression should be evaluated periodically and adapted as required and should not be viewed as a definitive pathway to transition.

Complex transition roadmaps for projects such as this will have many different scopes of work happening simultaneously, and an active program management methodology is critical in ensuring success. The Transition Management Office should ensure that common tools and templates are utilized to manage the transition and each initiative and take ownership of the oversight and active management of the transition.

It is vital that sufficient resources are onboarded and involved in the transition program and this will include a mix of subject matter experts and a fully dedicated delivery team to execute on all of the activities to ensure a successful, on-time transition.
The complexity of transition and the number of possible approaches that could be utilized requires some guiding principles to anchor the decision-making process and transition plan. The guiding principles provide a reference point that can be utilized in determining which activities and initiatives are prioritized, the order in which they occur, and the overall approach taken.

**True North Guiding Principle**

**Public Safety is the Priority**

Public safety is paramount - the transition process must prioritize eliminating disruption to front line services.

**Overarching Transition Principles**

**Collaboration**

Creating a transition environment and plan that builds opportunities to collaborate, develop working relationships, and work through transition together (RCMP, Indigenous communities, municipalities, Government of Alberta Ministries) will be more effective and allow for better decisions.

**APPs Should Own the Detailed Transition Plan**

The Transition Plan will evolve as it progresses and key decisions must be made by the APPS to ensure ownership of the new organization.
Overarching Transition Principles

Clear Decision Making & Accountability Structures
Leadership must be clear for all elements of the transition - front line operations & back office functions must have a clear command structure and accountable leadership in delivering on the transition from start to finish.

Managing Change & Effectively Building Trust is Essential
Managing change must be prioritized throughout the transition - for the public, for members of the organization, and partners. Change often brings uncertainty and doubt and structured change management throughout will be essential to building trust and credibility for the APPS.

Operational Transition Principles

Start Slowly & Build Confidence
A cautious approach to standing up operations and front line services - Start small and think carefully about the first detachments to move to APPS and build the learnings into future transitions. Review, iterate, and improve the process as APPS operations scale up.

Clear Command in Operations Is Critical
There will be a period of time when the RCMP and APPS are coexisting in the province and responsible for services in adjacent jurisdictions. Who is in command and when in operational situations must be defined with supporting standard operating procedures and should be evaluated throughout the transition.

Build the Capabilities First & Scale Up
APPS will need to be a fully functioning police service as soon as it assumes command of detachments - This will require community policing, specialist capabilities, and back office functions to be established and then scaled up as the transition progresses.
Transition Roadmap

The Transition Roadmap (Exhibit 8) provides the overview of all the activities that need to be completed by the various work streams across the 5 phases for a smooth and successful transition. The start of the transition period is dependent on a decision to proceed being made by the Government of Alberta Cabinet. The Transition Study assumes that the transition period will begin in June 2021 and continue until all detachments in Alberta are under the command of the APPS. The APPS is planned to assume control of the first detachments in June 2025 followed by a ramping up period of 12-24 months until all detachments are transitioned. The start of the transition period is dependent on a decision to proceed being made by the Government of Alberta Cabinet.

The Transition Management Office and the Ministry of Justice and Solicitor General will manage the transition from the completion of the original study through the stakeholder engagement phase and into negotiations with the Public Safety Canada (Phases 1-2). After the Notice of Termination is given to the Government of Canada, the transition will shift from planning and preparation to operationalizing the future organization and be managed by the APPS leadership with support from the TMO in Phases 3-5. The TMO will work closely with the Chief of Police and the leadership team to ensure that all of the key operational activities are completed to ensure a smooth roll out of APPS between June 2026 and June 2027.

The Transition Roadmap defines 5 phases of activities that are separated by major milestones and outlines the key steps, timelines, cost estimates, interdependencies and risks of a potential transition from RCMP service to the recommended innovative, future model of policing.
Each of the 5 phases are designed to provide a high level view of activities that need to be completed to hit the 4 significant milestones identified. These are:

**Milestone 1**  
March 2022 - End of Phase 1  
A letter of intent to negotiate is sent to Public Safety Canada to initiate preliminary negotiations between the Government of Alberta and Public Safety Canada over a potential transition.

**Milestone 2**  
May 2023 - End of Phase 2  
Formal termination notice is given to the RCMP starting the 24 month formal negotiation and transition period.

**Milestone 3**  
June 2024 - End of Phase 3  
The Alberta Provincial Police Service is fully established with a fully operational Provincial Police Commission, Chief of Police, and senior leadership team in place.

**Milestone 4**  
June 2025 - End of Phase 4  
APPS assumes command of the first detachments in Alberta.
Overview of the Transition Phases

Phase 1
Further Study and Stakeholder Engagement

After completion of the Final Report of the APPS Transition Study Project undertaken by PwC on behalf of the Ministry of Justice and Solicitor General, the Alberta Provincial Police Service Transition Secretariat will enter a period in which Cabinet will review the report and make a decision whether to continue with exploration of a provincial police service in Alberta. If a decision is made to continue, there will be a period of increased communication, decision making support, stakeholder engagement, further analysis and detailed study to refine the recommended model, organizational requirements, and related cost analysis beginning in June 2021.

This phase will consist of 5 major activities:

- Preparation of briefing materials for Cabinet
- Additional analysis for decision makers (Cabinet, Premier of Alberta, Minister of Justice and Solicitor General etc.)
- Detailed study and refinement of the operating model and related cost model
- Public communications and messaging development
- Detailed engagement plan for municipalities, municipal associations, Indigenous communities and leaders

Based on the detailed analysis and further study, the Cabinet will need to decide if they would like to proceed further on APPS. If approved, this phase of the transition will end with the Letter of Intent (LOI) provided to the Government of Canada, signalling the start of negotiations for a potential transition of services. This Letter of Intent signals the province of Alberta’s willingness to begin the formal process of a transition but does not act as a trigger for the Termination Clause in the PPSA.

The Letter of Intent sent to the Public Safety Canada is a major milestone and marks the beginning of Phase 2.
Phase 2

Initial Negotiations on Exit and Transition

The letter of intent that is sent to the Government of Canada will start Phase 2 which is heavily focused on preparing for the establishment of APPS in Alberta. This phase will focus on initial negotiations between the Government of Alberta and Public Safety Canada, the development of a fully staffed Transition Management Office and the development of a detailed transition plan.

The major activities in this phase include:

- Initial exit and transition negotiations between the Government of Alberta and Public Safety Canada.
- Preparation of legislation required to legally establish APPS in Alberta.
- The early stages of completing the detailed operating model design to be finalized with the APPS leadership in Phase 3.
- The early stages of completing the detailed transition plan to be finalized with the APPS leadership in Phase 3.
- Assessment of mid-office and technology requirements.
- Stakeholder engagement and change management activities.
- Drafting of required legislation.

The start of this phase of work is targeted to be in March 2022 and will continue for approximately 14 months until May 2023. The initial negotiations with the Government of Canada may be a factor in determining the length of time required to complete this phase of work and may need to be extended beyond 14 months if negotiations are less productive than anticipated in this document. Preliminary negotiations should establish key transition principles, an approach on high level terms, timelines, and a transfer of assets. These negotiations should also focus on maintaining a strong relationship with the RCMP and ensuring the RCMP and the Government of Alberta will continue to collaborate to support federal policing services, such as border security and anti-terrorism activities.

The Government of Alberta may choose to cease the process of developing an Alberta Provincial Police Service at any point in this phase without significant consequences. However, the end of Phase 2 is marked by the formal notification of termination of the Provincial Police Services Agreement at which point it will be difficult to reverse course and remain with the RCMP. The decision to give notice should be made by the Government of Alberta after careful consideration and public engagement.

The end of Phase 2 is marked by the Government of Alberta providing formal notice to Public Safety Canada using the Termination Clause in the Provincial Police Services Agreement.
Phase 3

Establish APPS

This phase centers around formally establishing APPS in Alberta, building the top-level governance structure for the organization and completing preparation for standing up operations for APPS. The Provincial Police Commission, the Chief of Police and other senior leadership should be put in place as soon as possible after legislation is passed to allow for the detailed operating model design and detailed transition plan to be finalized.

At the same time that APPS is being established, ongoing negotiations with the RCMP will require significant effort. The Government of Alberta and the Government of Canada will have a 24 month period to come to an agreement on how the transition will be managed, the required support and responsibilities of both parties through the transition period and the details of transfers of equipment and assets.

Key activities in this phase include:

- Detailed exit and transition negotiations between the Government of Alberta and Public Safety Canada over transition timelines, services, asset transfers, and operations
- Passing of legislation establishing APPS
- The appointment of the Provincial Police Commission and the hiring of the Chief of Police
- Complete detailed operating model design approved by the APPS leadership
- Complete detailed transition planning approved by the APPS leadership
- Ongoing stakeholder engagement and change management activities

Phase 3 is targeted to end in June 2024 with a fully operational APPS leadership team in place. APPS will take the lead on transition from this point forward and will be supported by the Transition Management Office. The detailed work plan, operating model, and all major decisions will be owned by the APPS leadership for the remainder of transition and continue for all operations indefinitely.

The milestone at the end of Phase 3 is the presence of a fully operational Alberta Provincial Police Commission, Chief of Police and senior leadership team.
Phase 4
Preparation for Go Live

After the APPS leadership team is in place and the detailed plans are approved, work will commence on standing up the operations of APPS in Alberta. Detailed functional planning may still continue in this phase to support the overall transition plan and timelines. Work establishing fully operational enabling capabilities including human resources, finance, procurement, and information technology will be prioritized initially to be in place to support the build-up and transition of front line community policing operations to follow. A small number of front line operational staff (5%) are expected to be recruited and onboarded in this phase to be ready for the first day of APPS command of detachments (on Day 1) in Phase 5.

Key activities in this phase include:

- Building operational enabling capabilities and establishing service level agreements between the Government of Alberta and APPS
- Fully operational mid office capabilities including dispatch, communications
- Implementation of required IT infrastructure and systems
- Procurement for necessary equipment, assets, and services
- Execution of asset transfers as negotiated
- Execution of activities identified in the detailed operational transition planning
- Recruiting, hiring, and training of a small number of APPS members to prepare for APPS command of detachments on Day 1
- Agreements between APPS and other police services for shared resourcing, specialist capabilities, and interoperability
- Fully developed standard operating procedures, policies, and command structure

The fourth phase of work will require the most effort and greatest amount of resources to deliver and some initiatives should begin in Phase 3 to facilitate meeting timelines. The size and scope of APPS will grow rapidly in this phase of work and strong, cross functional leadership will need to be in place to ensure that the transition progresses smoothly and the police service is built to fulfill the mandate of a modernized police service focused on community policing. The APPS leadership and the Transition Management team will need to work in close collaboration to manage the many complex initiatives in the recommended timeline. The greatest risk of replicating the existing RCMP ways of working and the existing RCMP culture is in this phase of work, if commitment to the new APPS vision is lost in the need to “get things done”.

Phase 4 will end with APPS becoming operational and assuming command of the first detachments in Alberta.
Phase 5

RCMP Transition Out

Starting in June 2025, APPS will assume command of the initial pilot detachments in Alberta. The fifth phase of transition will be the gradual ramp up of community policing operations by APPS in Alberta. The proposed plan is to begin with a small number of detachments and commence operations for a short period of time (1-3 months) before expanding operations to the next group of detachments geographically. After each expansion of APPS detachments, there should be an assessment of any lessons learned, operational challenges, and key success factors that can be factored into future expansions. This methodology of starting slow and small and ramping up over time will be important in building confidence and reducing public safety risks associated with transitioning services.

The full transition of APPS detachments in Alberta should take 12-24 months to complete with the RCMP’s provincial policing responsibilities ending between June 2026 and June 2027.
Transition Cost Overview

Based on the phased transition approach, a cost model has been developed to summarize the total estimated one time transition costs that will be incurred over a 6 year transition period from FY 21-22 to FY 26-27 to fully transition to APPS. This transition cost model has been developed to operationalize the APPS per the proposed future state model with a tiered resourcing approach to deliver the operational, mid-office and enabling capabilities. Under this scenario, a total of 4,189 FTEs will be operating from 113 detachments to provide the policing services to the provincial and municipal areas by FY26.

The total transition costs over the 6 year transition period is estimated to be ~$366m with ~$241m of operating costs and ~$125m of capital expenditures (summarized below):

<table>
<thead>
<tr>
<th>Transition Model — Cost Summary</th>
<th>Further Detailed Study &amp; Stakeholder Engagement</th>
<th>Prepare to Give RCMP Notice</th>
<th>Establish APPS</th>
<th>Prepare to Go Live</th>
<th>First 12 Months RCMP Transition Out</th>
<th>Next 12 Months RCMP Transition Out</th>
<th>Transition Total</th>
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</thead>
<tbody>
<tr>
<td>Project Phase</td>
<td>FY21-22</td>
<td>FY22-23</td>
<td>FY23-24</td>
<td>FY24-25</td>
<td>FY25-26</td>
<td>FY26-27</td>
<td>FY21-26</td>
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</tr>
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<td>Governance</td>
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<tr>
<td>Community Policing (Front Office)</td>
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<td>$65,548</td>
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<td>$15,390</td>
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<td>Change Management &amp; Communications</td>
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<td>$154</td>
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<td>Transition Period RCMP Cost</td>
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<td>Other Transition Costs</td>
<td>-</td>
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<td>$1,300</td>
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<tr>
<td>Total Transition Costs</td>
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<td>OPEX</td>
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<td>CAPEX</td>
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<td>$8,364</td>
<td>$60,624</td>
<td>$53,650</td>
<td>$124,764</td>
</tr>
</tbody>
</table>

Confidential information for the sole benefit and use of The Government of Alberta.
Underlying Assumptions and Data Sources

The transition cost model has been defined using data from the RCMP as well as benchmarks and publicly available data sources. The cost model has been largely structured to estimate the transition costs by the same categories (e.g. TMO, Legal, etc.) identified in the Transition Roadmap. Where information was limited, assumptions were used to derive estimates for the various cost categories. All assumptions will need to be validated and updated as part of further study or when additional information is available.
A series of discussions, interviews, workshops and meetings were conducted with various stakeholder groups to discuss and brainstorm on strategy, priorities, guiding principles, operating model, costing approach and transition considerations for the future Alberta Provincial Police Services. These sessions included individuals from the following groups:

- Alberta Health Services (Addiction and Mental Health, Emergency Medical Services), Ministry of Community & Social Services, Ministry of Children’s Services, Ministry of Health
- First Nations Treaty organizations (Confederacy of Treaty 6 First Nations), Ministry of Indigenous Relations
- Intergovernmental Relations
- Métis Nation of Alberta (MNA), Métis Settlements General Council (MSGC) and representatives from Métis Settlements, Ministry of Indigenous Relations
- Municipal Associations of Alberta - Alberta Urban Municipalities Association (AUMA), Rural Municipalities of Alberta (RMA), Local Government Administration Association of Alberta (LGAA), Alberta Rural Municipal Administrators Association (ARMAA)
- Ministry of Infrastructure
- Ministry of Justice and Solicitor General
- Ministry of Municipal Affairs
- National Police Federation
- Ontario Provincial Police
- Public Service Commission
- Royal Canadian Mounted Police
- Surrey Police Service
- Treasury Board and Finance

In addition to the discussions, data was provided by the following groups for detailed analysis:

- 24 municipalities across Alberta
- Alberta Joint Working Group on MMIWG
- Ministry of Justice and Solicitor General
- Police Act Review team
- Royal Canadian Mounted Police, Alberta Law Enforcement Response Teams (ALERT), and Alberta Peace Officers
- Sûrété du Québec and Ontario Provincial Police
<table>
<thead>
<tr>
<th>Acronym/Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFRRCS</td>
<td>Alberta First Responder Radio Communications System</td>
</tr>
<tr>
<td>ALERT</td>
<td>Alberta Law Enforcement Response Teams</td>
</tr>
<tr>
<td>APPS</td>
<td>Alberta Provincial Police Service</td>
</tr>
<tr>
<td>AUMA</td>
<td>Alberta Urban Municipalities Association</td>
</tr>
<tr>
<td>CROPS</td>
<td>Criminal Operations</td>
</tr>
<tr>
<td>CTA</td>
<td>Community Tripartite Agreements</td>
</tr>
<tr>
<td>ERT</td>
<td>Emergency Response Team</td>
</tr>
<tr>
<td>FIS</td>
<td>Forensic Identification Systems</td>
</tr>
<tr>
<td>FNPP</td>
<td>First Nations Policing Program</td>
</tr>
<tr>
<td>FPSS</td>
<td>Federal Policing Specialized / Support Services</td>
</tr>
<tr>
<td>HQ</td>
<td>RCMP Headquarters</td>
</tr>
<tr>
<td>IACP</td>
<td>International Association of Chiefs of Police</td>
</tr>
<tr>
<td>INSET</td>
<td>Integrated National Security Enforcement Team</td>
</tr>
<tr>
<td>K Division</td>
<td>RCMP's police division in Alberta</td>
</tr>
<tr>
<td>KMOSS</td>
<td>K Division Member Operational Support Service</td>
</tr>
<tr>
<td>LAST</td>
<td>Legal Application Support Team</td>
</tr>
<tr>
<td>LGAA</td>
<td>Local Government Administration Association of Alberta</td>
</tr>
<tr>
<td>LOI</td>
<td>Letter of Intent</td>
</tr>
<tr>
<td>MNA</td>
<td>Métis Nation of Alberta</td>
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<td>MPSA</td>
<td>Municipal Police Service Agreement</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Acronym/Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>MSGC</td>
<td>Métis Settlements General Council</td>
</tr>
<tr>
<td>Municipal Organizations</td>
<td>Alberta Urban Municipalities Associations and Rural Municipalities of Alberta</td>
</tr>
<tr>
<td>NG9-1-1</td>
<td>New generation 911 that will provide Canadians with access to new and innovative emergency services and capabilities</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental Organizations</td>
</tr>
<tr>
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