



Freedom of Information and Protection of Privacy Act Request:

Transit Police Reducing Crime and Improving Safety on Transit: Operational Review

At the request of the Transit Police an independent operational review was conducted by the Audit Department of the Vancouver Police. The review teams concluded the Transit Police is thriving and effective in achieving its goal of reducing crime and improving safety for people using Metro Vancouver's transit system.

The review also concludes that violent crime on the system has decreased significantly since the Transit Police has been in place. Another key conclusion is that the Transit Police budget is consistent with other comparable police budgets.

"We commissioned VPD last year to assess how effectively we operate," said Chief Neil Dubord. "Transit passengers deserve to feel safe on the transit system, and this report gives good insight to what we are doing well and recommendations to improve and strengthen our service.

The review also reinforces the importance of collaboration with other law enforcement partners to keep transit passengers and surrounding communities safe.

Findings include:

- The crime rate on the transit system decreased overall between 2008 and 2010 with the combined violent and property crime rate per 100,000 boardings on the transit system decreasing by 6.8% on the transit system and 11.6% specifically on the Expo/Millennium Line.
- The number of fare violations recorded by Transit Police doubled between the third quarter of 2010 and the first quarter of 2011. Fare enforcement reached an all-time high in the second quarter of 2011. In parallel, Transit Police enforced a total of 75 outstanding warrants in the first half of 2011, representing a year-over-year increase of 29.3%.
- The average police response time on the SkyTrain dropped in the first half of 2011.

The review makes 30 recommendations for improvements in governance, organization, operations and administration. Of the 30 recommendations, 21 have been completed, eight are in progress, and one is on hold due to a hiring freeze.

Deputy Chief Adam Palmer, the officer in charge of the VPD Audit Unit, said "The comprehensive review established The Transit Police Service is an efficient organization that is effectively responding to issues of crime and disorder in the transit system. The Transit Police have welcomed the audit recommendations to further improve the organization. As our police partners, The Transit Police play a vital role in policing Metro Vancouver."

The Transit Police is responsible for a system that includes 49 SkyTrain stations, dozens of bus loops, thousands of bus stops and several other transit assets including two SeaBus terminals, three SeaBus vessels, the West Coast Express and Park & Ride facilities. At peak times during the week, 73 SkyTrain trains and more than 1,000 buses are operating simultaneously with over 1.2 million boardings a day.



**Operational Review of the
South Coast British Columbia
Transportation Authority Police
Service (SCBCTAPS)
FINAL REPORT**

Approved by Transit Police Board May 2012

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Operational Review of the SCBCTAPS

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1. Project Background

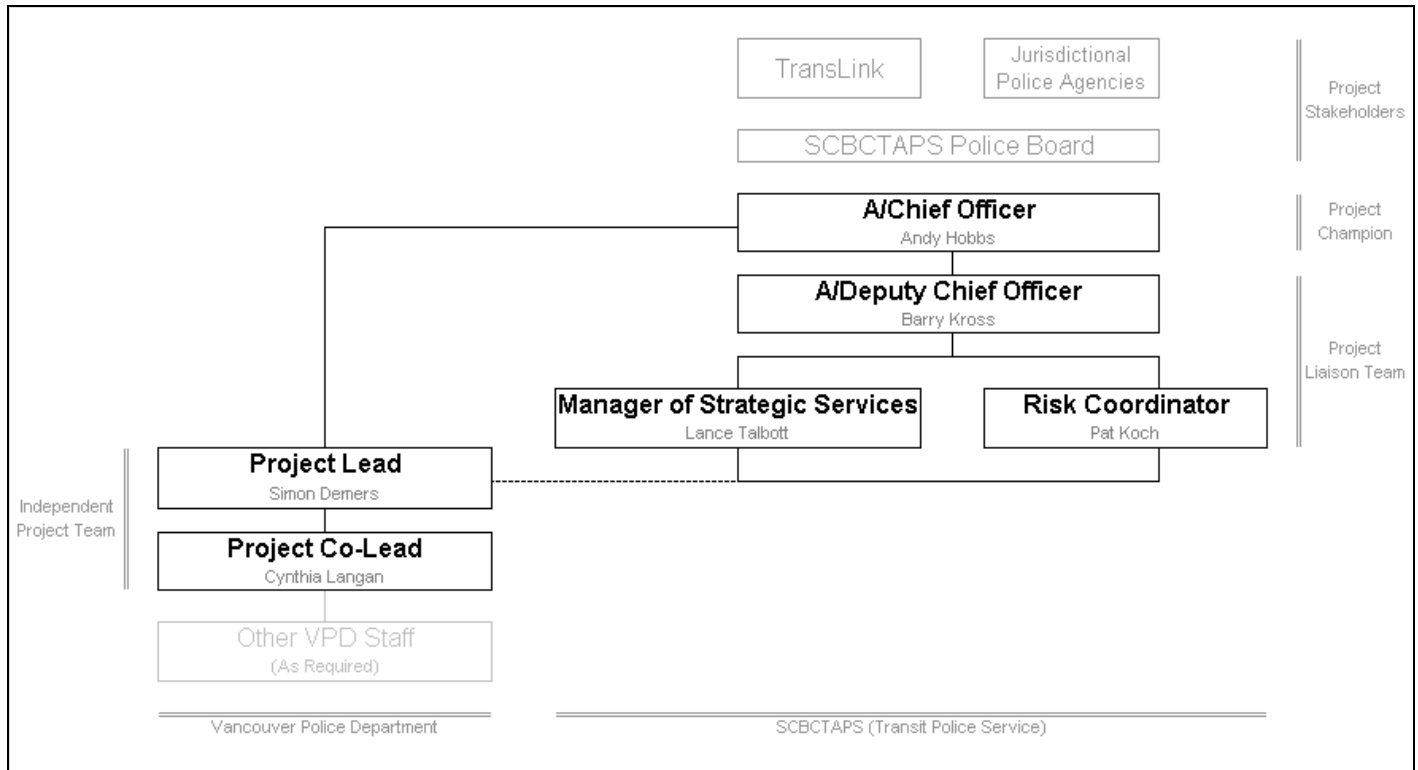
- 1.1 This section outlines the project's timeline, structure, objectives, scope and methodology.

Project Timeline

- 1.2 On February 4th, 2011, in his capacity of Acting Chief Officer of the South Coast British Columbia Transportation Authority Police Service (referred to hereafter as the Transit Police), Andy Hobbs asked the Audit Unit of the Vancouver Police Department (VPD) to initiate a broad independent review of the Transit Police.
- 1.3 The Transit Police Operational Review took place from February 2011 to July 2011. The Project Plan was reviewed by the Project Liaison Team and was officially approved on February 28th, 2011 by Acting Chief Officer Hobbs. Deputy Chief Constable Adam Palmer, commanding the VPD Support Services Division, endorsed the Service Agreement.
- 1.4 A verbal project update was provided to the Transit Police Board during its regular meeting held on March 24th, 2011. A written update was provided to the Project Liaison Team on April 17th, 2011. A second verbal project update was provided to the Transit Police Board on May 26th, 2011. The last written update was provided to the Project Liaison Team on June 22nd, 2011. A preliminary draft report was provided to the Transit Police Project Liaison Team and the Transit Police Executive on July 5th, 2011 for comments.

Project Structure

- 1.5 The Project Team consisted of the VPD Audit Manager and the VPD Audit Assistant. For the purpose of the project, the members of the Project Team acted as independent external reviewers. They complied with all the applicable *International Standards for the Professional Practice of Internal Auditing* and the *Code of Ethics* of the Institute of Internal Auditors (IIA).
- 1.6 Acting Chief Officer Hobbs was the Project Champion. The Project Liaison Team consisted of the Acting Deputy Chief Officer commanding Support Services, the Manager of Strategic Services and the Risk Coordinator at Transit Police.



Project Objectives

- 1.7 The purpose of the project was to outline and assess the business culture, systems, processes and service delivery options of the Transit Police. The objectives of the project were as follows:
- OBJECTIVE 1: Review the organizational structure, governance model and strategic direction of the Transit Police.
 - OBJECTIVE 2: Review the operational capacity and deployment model of the Transit Police.
 - OBJECTIVE 3: Review the administrative structure of the Transit Police.
- 1.8 In conjunction with the Operational Review, VPD Superintendent Eric Petit conducted a review of the Transit Police Operational Communications Centre. Superintendent Petit reported his findings and recommendations in a separate report.

Project Scope

- 1.9 The initial project scope was extensive and was therefore refined as part of the review process due to limited resources and time constraints. The objective for the Project Team was to focus on areas where it could provide the most value and generate the largest gains for Transit Police. Areas were prioritized based on an informal SWOT analysis, a risk assessment and a preliminary cost-benefit analysis utilizing the initial information package provided by Transit Police and information gathered through interviews with approximately 50 stakeholders.
- 1.10 As a result of this prioritization, the Recruiting & Training Unit, the Professional Standards Unit and Public Relations remained out of scope. The Informatics Unit had been recently reviewed and audited by CPIC and PRIME-BC, both reports indicated that this unit was performing well and it was therefore deemed a lower priority and taken out of scope.
- 1.11 At the beginning of the project, the Project Team was informed that IT was being considered as a potential shared service between Transit Police and TransLink. The opinion of the Project Team is that IT would be better suited to be reviewed separately as part of a joint TransLink/Transit Police Shared Services Review, including an in-depth review of IT staffing, IT functions and IT security. The Project Team did not have the resources to adequately study and assess the other specialized support functions that fall or have the potential to fall under the shared services umbrella.

Project Methodology

- 1.12 The Project Team assembled and reviewed internal and external documentation, including internal Transit Police policies, business analysis reports, business cases, the 2011-2015 Transit Police Strategic Plan, the draft Transit Police Risk Matrix, the memorandum of understanding (MOU) with jurisdictional police departments, the Collective Agreement between TransLink and COPE Local 378 and other historical documentation.
- 1.13 The Project Team also compiled and analyzed a large quantity of internal and external data, including police data going back to

2006, financial data going back to 2007 and fleet data going back to 2008.

- 1.14 Finally, the Project Team interviewed or contacted more than 50 internal and external stakeholders, including frontline officers, support personnel, senior management, TransLink representatives and Transit Police Board members.
- 1.15 For illustration purposes, the following table summarizes the SWOT analysis of the feedback provided by the various stakeholders interviewed by the Project Team.

| Strengths | Weaknesses |
|--|---|
| Visible Police Presence Interaction with the Public Customer Service Comprehensive Training High Quality Recruits Striving for Quality Investigations Warrant Arrests | <i>Confusion</i> Changing Strategic Direction Focus on Fare Enforcement But Ineffective Fine Collection Junior Members Want to Be Challenged Junior Members Given False Hopes/Promises/Expectations Relationship with JPDs <i>Instability</i> Management Changes Trying to Build Reputation and Credibility <i>Uncertainty</i> Disconnect Between Frontline Members and Management Not Involved in Strategic Planning Process Relationship with TransLink ("too many masters") <i>Labour Relations</i> Shift Bidding Detrimental to Development of Junior Members Promotion and Selection Based Primarily on Seniority No Performance Management System Lack of Supervision Union Not Suitable for a Police Environment |
| Opportunities | Threats |
| Deployment Based on Hot Spots and Crime Analysis Fare Enforcement to Check People and Capture Criminals Primary Focus on SkyTrain Due to Limited Capacity Beat Policing Bike Squad Need for Night Shift | Shift Bidding Need to Evaluate Business and Policing Requirements Measuring Performance Staff Hiring/Retention Impact of Fare Gates Impact of Evergreen Line |

- 1.16 The Project Team determined that, due to the uniqueness of the Transit Police model, no other transit policing agencies were comparable enough to conduct a comprehensive comparison. To better understand the different service delivery models used throughout the transportation industry, the Project Team conducted a cursory review of other transit police and security agencies such as the Canadian National Railway Police Service,

Canadian Pacific Police Service, Toronto Transit Commission (TTC) Special Constables, Metropolitan Atlanta Rapid Transit Authority Police, Bay Area Rapid Transit Police (San Francisco), King County Metro Transit Police, TriMet Transit Police (Portland), New York Police Department Transit Bureau, New Jersey Transit Police and British Transport Police (London Underground). This cursory review confirmed that the governance, structure, operational requirements and organizational needs of Transit Police are unique. For example, some transit agencies contract local police departments or hire off-duty jurisdictional police officers as casual employees to secure the transit system. In Canada, other major cities such as Calgary and Ottawa use Special Constables. In 2011, TTC Special Constables were abolished by the Toronto Police Board and the TTC system is now being policed by the Toronto Police Service.

- 1.17 For benchmarking purposes, financial data was sourced from jurisdictional police agencies and reported when available. Because detailed VPD data was readily available, it was used as a benchmark in many analysis areas.
- 1.18 The data analysis methodology used by the Project Team is provided in the Appendix.

2. Organizational Background

- 2.1 This section outlines the organizational framework of the Transit Police. It describes the organizational history, authority, mandate, jurisdiction and operating environment of the Transit Police.

Evolution of Transit Security

- 2.2 Transit Police evolved out of Transit Security. Transit Security was created in 1986 with the launch of the SkyTrain service, just before the 1986 World Exposition on Transportation and Communication (Expo 86). The purpose of Transit Security was to maintain peace on the SkyTrain, keep customers and employees safe and enforce the payment of fares. Special Provincial Constables were empowered to enforce on the SkyTrain the Criminal Code of Canada, BC Provincial Statutes and Transit Conduct and Safety Regulations. Special Provincial Constables had the authority to make arrests, submit Crown Counsel reports and issue violation tickets for fare evasion, liquor, littering and other violations.
- 2.3 The effective role of Transit Security gradually expanded in the late 1980s and early 1990s to include drug enforcement and the execution of outstanding warrants issued by the courts through jurisdictional police agencies.
- 2.4 Until the mid-1990s, the New Westminster Police Service provided Transit Security with third-party access to CPIC. In the mid-1990s, Transit Security applied to the Police Services Division of the BC Ministry of Public Safety and Solicitor General to obtain direct access to CPIC. After reviewing Transit Security's CPIC application, the Police Services Division concluded that the effective mandate of Special Provincial Constables had come to exceed the original intent. At the time, the Police Services Division stated that Special Provincial Constables were never intended to enforce drug offences or execute outstanding warrants that were not transit-related.
- 2.5 No significant changes were made until 2002, when the Police Services Division again reiterated that the authority of Special Provincial Constables was specifically limited to transit property. This interpretation meant Special Provincial Constables could not

stop suspects fleeing from a separate crime scene or intervene in incidents occurring just outside SkyTrain stations.

Introduction of Designated Policing Unit Concept

- 2.6 In 2003, in response to the concerns of the Police Services Division, the concept of Designated Policing Unit was introduced during a meeting of the BC Association of Chiefs of Police (BCACP). The Designated Policing Unit submission was founded on section 4.1 of the BC Police Act and was intended to convert Special Provincial Constables into designated police officers with full police uniforms, insignia and authority. The concept of a TransLink Designated Policing Unit initially faced some resistance by police representatives who felt that a “corporate police agency” would set a bad precedent for BC. However, the BCACP ultimately endorsed TransLink’s submission.
- 2.7 In December 2003, TransLink officially applied to the Police Services Division to convert Transit Security into a Designated Policing Unit under section 4.1 of the BC Police Act. TransLink’s Designated Policing Unit was intended to provide policing services on and around transit vehicles and other transit property. The objective was to provide more safety and security to all transit passengers and employees as well as better support to jurisdictional police agencies in their battle against crime and disorder, especially in the neighbourhoods immediately around transit properties. The vision was to create an effective and seamless policing environment on TransLink properties and modes of transportation.

Creation of Transit Police

- 2.8 In May 2004, the Police Services Division officially endorsed TransLink’s application and approved the creation of a policing unit directed primarily towards criminal activity or breach of public peace that could affect the safety or security of transit passengers, transit employees or transit property. The Police Services Division authorized the Transit Police to conduct investigations and enforcement operations with respect to any unlawful activity on or around transit vehicles and other transit property operated, owned or controlled by TransLink.

- 2.9 In October 2004, the Transit Police was established as a Designated Policing Unit by the BC Solicitor General pursuant to section 4.1 of the BC Police Act. In March 2005, a ministerial order confirmed that the Transit Police would become a BC police force for the purposes of the Controlled Drugs and Substances Act (Police Enforcement) Regulation. In parallel, the Police Services Division also authorized on-duty Transit Police officers to carry firearms.
- 2.10 The Transit Police Board and corresponding regulations were also created in 2004. The Police Board was initially composed of the TransLink Chief Operating Officer, the RCMP Officers in Charge from Surrey, Burnaby and North Vancouver, the Chief Constable of the New Westminster Police Service and a VPD Deputy Chief Constable.

Operational Rollout

- 2.11 Between January and February 2005, the RCMP, VPD and New Westminster Police Service signed a formal MOU with Transit Police establishing the applicable operational and procedural protocols. The MOU covers all jurisdictions where the SkyTrain and SeaBus operate.
- 2.12 The MOU reflects the idea that Transit Police is intended to supplement jurisdictional police services throughout the region. Under the terms of the MOU, jurisdictional police services maintain primary policing authority in their jurisdictions but the Transit Police assumes primary responsibility for provincial infractions, Criminal Code summary conviction offences and Criminal Code hybrid/dual offences committed within the transportation environment. The Transit Police can also initially respond to exigent and emergency police situations when it is in a favourable position to do so. Reciprocally, jurisdictional police services have committed to provide tactical assistance when appropriate. In case of doubt, the jurisdictional police service retains primary responsibility.
- 2.13 The Transit Police officially rolled out on December 4, 2005. The operational rollout was supported by the implementation of an E-Comm wide-area radio system, the Police CAD dispatch system and the Police Records Information Management Environment (PRIME) system. While the Transit Police Service

was initially categorized as a CPIC Category IIA agency, it became a Category I agency in May 2006. Category I agencies have full CPIC privileges. In May 2009, the Transit Police was also invited to become a Category I member of the Criminal Intelligence Service of BC and Yukon Territory (CISBC/YT). As a Category I member, Transit Police is entitled full access to the police intelligence disseminated by CISBC/YT.

- 2.14 In April 2007, Bill 36 was introduced in the BC Legislature to change the name of the Greater Vancouver Transportation Authority (GVTA) to South Coast British Columbia Transportation Authority (SCBCTA). The name change became effective at the end of November 2007. In September 2008, the Greater Vancouver Transportation Authority Police Service (GVTAPS) became the South Coast British Columbia Transportation Authority Police Service (SCBCTAPS) while the Greater Vancouver Transportation Authority Police Board became the South Coast British Columbia Transportation Authority Police Board. In 2008, the Transit Police working name was adopted as an informal name to be used for non-legal applications, media references and marketing campaigns.
- 2.15 In May 2008, the MOU was amended and the West Vancouver Police Department was added to the list of signatory agencies. A new clause was also added to the 2008 MOU specifying that jurisdictional police agencies can let the Transit Police investigate strictly indictable offences as long as the transfer of responsibility is documented in a PRIME report. As a matter of course, serious incidents like homicides, hostage situations and barricaded persons remain the responsibility of the jurisdictional agency. In 2011, the MOU was amended and renewed. The Delta Police Department was added to the list of signatory agencies.

Authority, Mandate and Jurisdiction

- 2.16 The Transit Police is a transit-oriented policing agency primarily directed towards unlawful activity and disorder that could affect the safety or security of transit passengers, employees or property. The Transit Police is intended to be a supplemental initial response policing unit with the overall policing responsibility resting with the jurisdictional police agency.

- 2.17 The Designated Policing Unit model upgraded the status of Transit Police officers from peace officers to police officers. Transit Police officers gained the authority to enforce drug laws, execute outstanding warrants and intervene to prevent or stop criminal activity including areas outside transit property. In July 2008, due to the difficulty defining the Transit Police jurisdiction, the Police Services Division clarified the mandate and jurisdiction of the Transit Police in a letter to the Transit Police Board. It stated that when Transit Police officers are policing outside transit property or vehicles, they must focus on the transit system. Transit Police officers can also respond in exigent circumstances to incidents that are not transit-related but they cannot police routinely outside the transit system.
- 2.18 The geographical jurisdiction of the Transit Police was defined as the Transportation Service Region defined by the South Coast British Columbia Transportation Authority Act, including all municipalities and rural areas located in the GVRD. The primary policing domain is on or around transit vehicles and property owned, operated or controlled by TransLink within the transportation service region. As explained in a February 2006 "Backgrounder" document, Transit Police supports the safety and security programs of the Coast Mountain Bus Company, SeaBus and the West Coast Express. It also states that the current policing focus remains on the SkyTrain corridor. This is reinforced in the May 2011 amendment to the MOU between Transit Police and jurisdictional police agencies which recognizes Transit Police's limited ability to provide incident response on the bus system. The Coast Mountain Bus Company's Communication Centre (TCOMM) has been advised to call 911 for jurisdictional police response in addition to the Transit Police OCC.

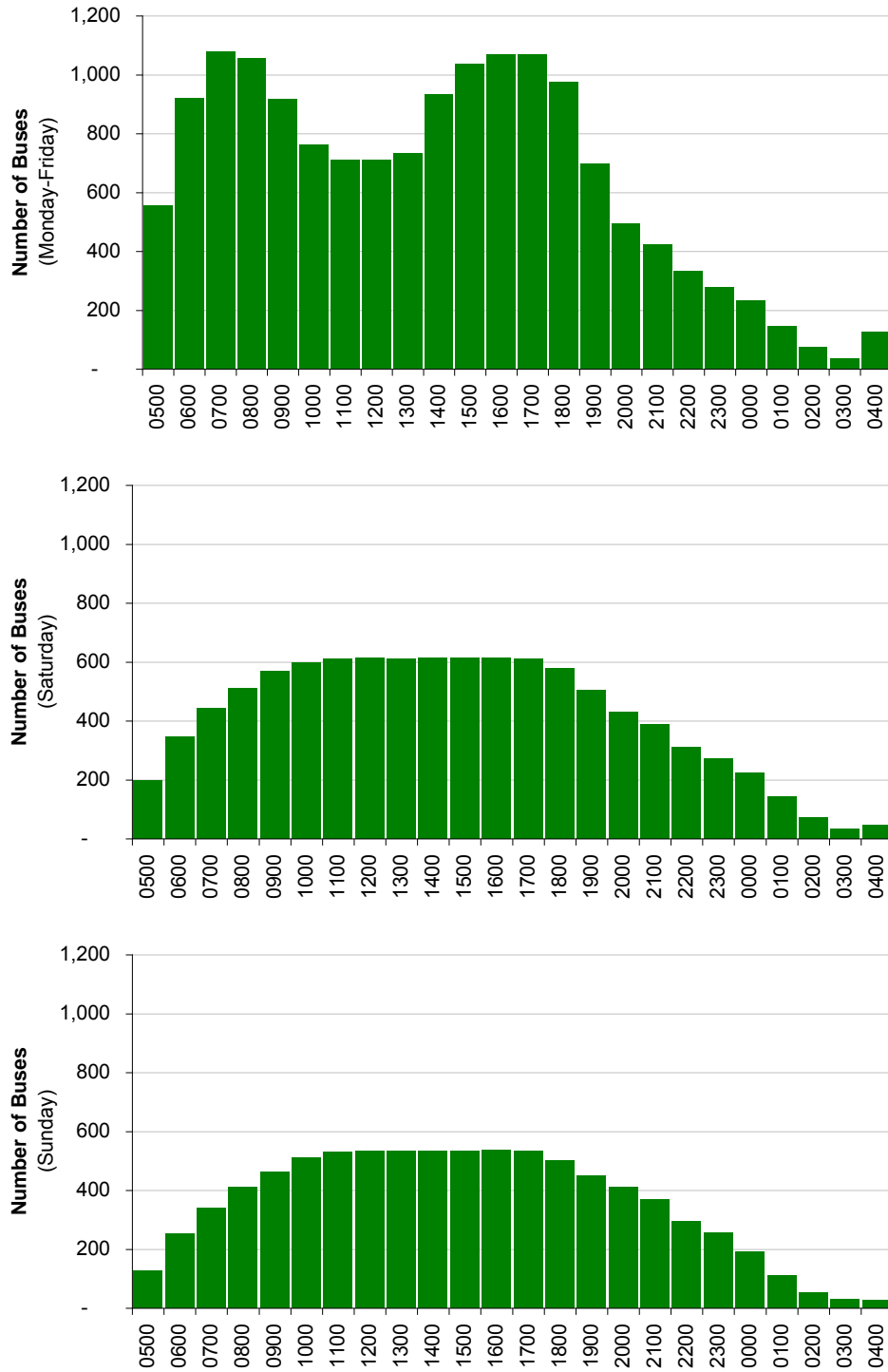
Staffing and Funding

- 2.19 As of January 2006, the Transit Police had 75 sworn officers, including a Chief Officer, a Deputy Chief Officer, four Staff Sergeants, four Sergeants and 65 Constables. In 2007, the authorized strength increased to 121 sworn officers and 40.5 civilian positions in anticipation of the Canada Line. The current authorized strength of the Transit Police is 167 sworn officers and 67 civilian members for a total of 234 employees.

- 2.20 The Transit Police Board appoints Transit Police officers but is not their employer. Both sworn members and civilian members are TransLink employees.
- 2.21 The annualized Transit Police budget in 2011 was approximately \$28.8 million. All the costs associated with the Transit Police are borne solely by TransLink as part of its billion dollar operating budget.

Transit Environment

- 2.22 TransLink manages a vast infrastructure network which includes the public transit system, regional roads, bridges, bike paths and AirCare inspection services. However, for the purposes of this Operational Review, the Project Team focused on the “fare paid” element of the transit environment such as buses, trains and local ferries.
- 2.23 The public transit environment is comprised of 49 SkyTrain stations, dozens of bus loops, thousands of bus stops and several other transit assets including two SeaBus terminals, three SeaBus vessels, the West Coast Express and Park & Ride facilities. At peak times during the week, 73 SkyTrain trains and more than 1,000 buses are operating simultaneously.
- 2.24 Since thousands of commuters rely on the transit system to get to work and get back home each day, resiliency is critically important for TransLink and its customers. Contingency planning and emergency preparedness are therefore key long-term considerations for TransLink.
- 2.25 The transit system is designed especially to accommodate commuters during morning rush hours and afternoon rush hours but NightBus routes contribute to provide 24-hour bus coverage. The Coast Mountain Bus Company (CMBC) operates almost 1,600 buses and shuttles along over 200 bus routes. Total bus service hours reached 5 million in 2010. Typical weekday and weekend bus service is illustrated by the following graphs.



2.26 HandyDART and the supplementary TaxiSaver program are available for customers who are not able to use conventional transit vehicles.

- 2.27 The SeaBus service consists of two vessels, which ferry passengers across the Burrard Inlet between Waterfront Station in Vancouver and Lonsdale Quay in North Vancouver. A third vessel is kept in reserve for breakdowns and high volume events in downtown Vancouver. Each SeaBus vessel has a capacity of up to 400 passengers. Total SeaBus service hours reached 10,600 in 2010.
- 2.28 The West Coast Express provides a regional commuter service between Mission and Downtown Vancouver via Maple Ridge, Pitt Meadows, Port Coquitlam, Coquitlam and Port Moody. On weekdays, the West Coast Express completes five westbound trips in the morning rush hours and five eastbound trips during the evening rush hours. The track used by the West Coast Express is owned and operated by the Canadian Pacific Railway and leased to TransLink. During the weekend and outside peak hours, the TrainBus provides limited service along the Mission-Vancouver corridor. Total West Coast Express service hours reached 42,000 in 2010.
- 2.29 The SkyTrain system is TransLink's flagship asset. It is an automated driverless light rapid transit system comprised of three separate lines, the Expo, Millennium and Canada Lines. Total SkyTrain service hours reached 1.4 million in 2010. The following map outlines the SkyTrain system.



- 2.30 The Expo Line and the Millennium Line connect downtown Vancouver with Burnaby, New Westminster and Surrey. The Expo Line is 29 kilometres long and connects Vancouver, Burnaby, New Westminster and Surrey through 20 stations. The Millennium Line between VCC-Clark Station to Columbia Station is 20 kilometres long and connects 13 stations. The Millennium Line then shares the same track as the Expo Line from Columbia Station to Waterfront Station. Both lines are maintained and operated by British Columbia Rapid Transit Company (BCRTC), an operating subsidiary of TransLink. In 2009, TransLink added 48 new Mark II SkyTrain cars to the Expo Line and Millennium Line, increasing ridership capacity by 30%.
- 2.31 The Canada Line is the newest line. It opened in September 2009 and connects 16 stations using 19.5 kilometres of tracks from downtown Vancouver to the Vancouver International Airport (YVR) and Richmond. A joint venture company called InTransitBC designed and built the Canada Line through a 35-year Design-Build-Finance-Operate public private partnership with TransLink. ProTrans BC Operations (ProTrans) operates and maintains the line on behalf of InTransitBC.

- 2.32 The Transit Police has specific contractual policing obligations on the Canada Line. 15(1)

Canada Line ridership was very strong in 2010, with recorded growth 41% above the TransLink forecast. With additional service hours being added in August 2011, TransLink expects that ridership growth will remain strong in 2011 and 2012 before stabilizing in 2013.

- 2.33 The SkyTrain operates between 0500 and approximately 0200 hours except on Sunday and holidays. At peak times during the week, 16 trains are operating on the Canada Line and up to 57 trains are operating on the Expo Line and the Millennium Line combined. Passenger travel on the SkyTrain system is based on a proof of payment system. Within fare paid zones, riders must carry a valid fare and produce it upon request. While fare gates are currently being installed, passenger travel on the SkyTrain is now based primarily on the honour system.

3. Organizational Structure

- 3.1 OBJECTIVE 1 in the Project Plan was to review the organizational structure and strategic direction of the Transit Police.
- 3.2 This section outlines the governance environment, internal structure and strategic direction of the Transit Police.
- 3.3 The governance model, internal structure and strategic direction were assessed with a view towards organizational efficiency and effectiveness. Findings and recommendations are provided for each distinct area.

Governance Environment

- 3.4 The Transit Police Board was established under the Police Act and is responsible for the governance and oversight of the Transit Police. The Chief Officer maintains functional and operational command of Transit Police.
- 3.5 At the time of this Operational Review, the Transit Police Board was composed of five provincially-appointed members. All Board members were civilians representing the community.
- 3.6 Core functions of the Police Board include:
 - Overseeing the management of the Transit Police.
 - Determining in consultation with the Chief Officer the strategic priorities, goals and objectives of the Transit Police.
 - Establishing rules, standards, guidelines and policies regarding the administration of the Transit Police, the conduct of Transit Police officers and the performance of Transit Police personnel.
 - Ensuring that the Transit Police carries out its responsibilities in accordance with the Police Act and the applicable regulations or Minister's Orders. The Board establishes standards, guidelines and administrative policies consistent with the Police Act.
 - Appointing Transit Police officers subject to the minister's approval. Designated Officers are officially appointed by the Solicitor General on the recommendation of the Board.

- Processing service and policy complaints against the Transit Police and complaints against the Chief Officer and Deputy Chief Officers.
- 3.7 The Transit Police Board officially appoints Transit Police officers but is not their employer. Even in the presence of the Transit Police Board as the governing entity, TransLink remains the corporate sponsor, the official employer and the ultimate budget authority. All Transit Police sworn and civilian members are employed directly by TransLink.
- 3.8 The following findings and recommendations summarize the opinion of the Project Team.

FINDING: TRANS LINK CANNOT INTERFERE IN OPERATIONAL POLICE MATTERS BUT MUST BE ALLOWED TO PROVIDE STRATEGIC INPUT, FEEDBACK AND EXPECTATIONS TO THE TRANSIT POLICE AND THE POLICE BOARD.

- 3.9 As outlined in the 2010 Governance Review completed by Watson Advisors Inc. on behalf of the TransLink Board of Directors, the Transit Police essentially operates under two separate governing bodies, in addition to the BC Solicitor General who oversees all policing in BC. First, the Transit Police Board is primarily responsible for overseeing the activities of the Transit Police and determining in consultation with the Chief Officer its strategic priorities, goals and objectives. For its part, TransLink remains the corporate sponsor, funder and employer.
- 3.10 In this governance environment, the main challenge for each stakeholder is to strike a proper balance between police independence and organizational accountability.
- 3.11 As outlined in the 2010 Governance Review, police operations must remain free of corporate, political or administrative interference. The Chief Officer must maintain functional and operational command of the Transit Police. This is required to ensure that police impartiality and independence exist both in practice and in appearance. Unlike municipal governments with a population of over 5,000 who are expected to maintain a police service within their jurisdiction, TransLink doesn't have any inherent public mandate to operate its own police force. Therefore, impartiality and independence are critical ingredients required to maintain the credibility and legitimacy of the Transit

Police. To maintain these attributes, TransLink must not interfere in police operations.

- 3.12 As the corporate sponsor, however, TransLink should be allowed to provide strategic input, feedback and expectations to Transit Police and its Police Board. The original Designated Policing Unit Application approved by the Police Services Division explains that the Transit Police budget will continue to be established by TransLink and that the Chief Operating Officer of TransLink will sit on the Police Board. There are limited reasons for TransLink to fund the Transit Police if the appropriate feedback mechanisms are not in place, as alternative service models are available (e.g. contract policing).
- 3.13 The Transit Police is reliant on the support and endorsement of TransLink as the employer and the funder. The responsibility of Transit Police in that context is to provide TransLink with the relevant information it needs to confirm Transit Police is accomplishing its mandate, delivering on its commitments and achieving its objectives.

FINDING: THE TRANSIT POLICE BOARD IS UNIQUELY POSITIONED TO SUPPORT THE TRANSIT POLICE BY INFLUENCING PUBLIC POLICIES AROUND TRANSIT-RELATED CRIME AND THE COLLECTION PROCESS FOR TRANSIT FARE VIOLATIONS.

- 3.14 Because it sits at the intersection of the law enforcement field, the public transit world and the political realm, the Transit Police Board would be uniquely positioned to champion public policy changes in relation to crime and disorder on the transit system.
- 3.15 In the past, other police boards have advocated for social and public policy changes. In April 2011, the Vancouver Police Board submitted a resolution to the Canadian Association of Police Boards (CAPB) with the objective of lobbying the Federal Government to create a specific section within the Criminal Code for persons who deliberately attempt to injure or kill a police service animal such as a dog or a horse. Previous CAPB resolutions have touched on electronic surveillance, electronic countermeasures, cyber-bullying and credit for pre-trial custodial time.
- 3.16 One area that would merit the attention of the Transit Police Board is assaults on transit operators and bus drivers. Several serious high-profile assaults on bus drivers have triggered

significant efforts to reinforce the Criminal Code of Canada. In March 2011, Member of Parliament Brent Rathberger tabled in the House of Commons a private member's bill that would provide for harsher sentences when a public transit operator is assaulted. Bill C-637, also known as Bregg's Law, is intended to give to bus drivers and other transit operators the same kind of special protection afforded to on-duty police officers under the Criminal Code. Within the Canadian law enforcement community, the Transit Police Board would be uniquely positioned to champion, sponsor or advocate for these changes to the Criminal Code. If bus operators were better protected under the Criminal Code, they might be victimized less because offenders would be deterred by more severe criminal sanctions. Of course, the Transit Police Board would need to conduct its own independent research before endorsing these changes.

- 3.17 Another area where the Transit Police Board could make a significant difference is the collection process for transit-related fines. During the interview phase of this project many stakeholders indicated that the current system for fine collection was inadequate. It was suggested that unpaid transit fines undermine the credibility and confidence of the Transit Police. As stated by TransLink's Chief Operating Officer, "the model is broken." This frustrates and demoralizes frontline officers who feel that fare enforcement has very little to no impact because fine collection is so ineffective.
- 3.18 Violation tickets issued by Transit Police officers are submitted to the Insurance Corporation of BC (ICBC) for processing and recording purposes. ICBC is responsible to administer the fine collection system which means that all transit violations are incorporated to BC driving records. However, ICBC does not have the authority to pursue the collection of transit-related fines on behalf of the provincial government. This is because nothing in the BC Motor Vehicle Act allows ICBC to refuse to issue a driver's licence to a person who failed to pay a transit-related fine. By contrast, ICBC can refuse to issue a driver's licence, vehicle licence and vehicle insurance when a person owes TransLink an excessive toll debt or failed to pay a fine under the Liquor Control and Licensing Act.
- 3.19 Currently, outstanding transit fines are referred to an outside collection agency. This affects the customer's credit rating and can lead to a small claims court case when the outstanding

amount is large enough but the rate of payment or the recovery rate remains extremely low even when a collection agency is involved.

- 3.20 As reported to the Police Board in February 2008, the average rate of fine payment for transit violations varied between 15% and 20% from 2002 to 2007. More recent fine collection estimates provided by TransLink show that 17.4% of all transit fines recorded between 2006 and 2010 were ultimately collected. Unpaid transit fines average approximately \$3.0 million per year.
- 3.21 One solution being considered by TransLink is to link outstanding transit fines to AirCare inspections. Since AirCare is an operating subsidiary of TransLink, it could refuse to inspect and certify vehicles belonging to customers who have unpaid fare evasion tickets. Unfortunately, this would only act as an incentive for a small segment of transit users and therefore would only allow a relatively small amount to be recovered.
- 3.22 To assist the Transit Police by improving the rate of payment for transit-related fines the Transit Police Board could advocate for an amendment to the BC Motor Vehicle Act. More precisely, section 26(1) of the Motor Vehicle Act should be amended to include outstanding fines imposed under the South Coast British Columbia Transportation Authority Act. With this simple amendment, no motorist would be able to renew his or her driver's licence while owing unpaid transit-related fines. Every year, roughly one third of all unpaid transit fines are associated with licensed drivers. These unpaid fines alone are worth \$1 million per year.

3.23 13(1)



RECOMMENDATION: PURSUE THE IMPLEMENTATION OF THE DRAFT MOU BETWEEN THE TRANSIT POLICE, THE TRANSIT POLICE BOARD AND TRANS LINK.

- 3.24 At the time of this Operational Review, the MOU between the Transit Police, the Transit Police Board and TransLink was in a final draft stage as per the Chief Officer's Report to Transit

Police Board dated July 18, 2011. The MOU will formally identify and acknowledge the responsibility, authority and expectations of each stakeholder. It has the potential to normalize the relationship between the Transit Police, its funder and employer (TransLink) and its governing body (Transit Police Board).

- 3.25 The Project Team believes it is a logical step toward building a productive relationship between the Transit Police, the Transit Police Board and TransLink.

RECOMMENDATION: INVITE THE POLICE BOARD TO RELY ON AT LEAST ONE TRANS LINK LIAISON FOR ADVICE, GUIDANCE AND ASSISTANCE.

- 3.26 The Transit Police Board should be privy to all the information it needs to make strategic decisions that benefit both the Transit Police and TransLink. For its part, TransLink needs the assurance that the Transit Police is operating effectively, efficiently and in a fiscally responsible manner. Most importantly, the Transit Police needs the assurance that TransLink and the Police Board continue to believe in its policing mission and law enforcement mandate.
- 3.27 One TransLink liaison would contribute to create an enhanced system of checks and balances for the Transit Police Board. The main role of the TransLink liaison would be to inform the Transit Police and the Police Board while ensuring that the interests of TransLink are considered and continue to be protected.
- 3.28 To be effective, the TransLink liaison should have decision-making authority within TransLink and should be part of or have access to TransLink's top management.
- 3.29 The TransLink liaison would not be required to officially sit on the Transit Police Board or become a Transit Police Board member. He or she could simply be invited to Police Board meetings as a guest and receive the same information packages the Police Board receives.

RECOMMENDATION: ENSURE A MINIMUM OF SEVEN MEMBERS SIT ON THE TRANSIT POLICE BOARD.

- 3.30 Beyond a TransLink liaison, the Transit Police Board should include a minimum of seven sitting Board members at all times.

- 3.31 Upon commencement of this review, The Transit Police Board had five provincially-appointed members. Seven or nine members would be appropriate given the complexity of the governance environment, labour relations environment and multi-jurisdictional police environment under which Transit Police operates. In 2007, the Police Board included seven members.
- 3.32 Additional Police Board members would bring to the table new viewpoints, new ideas and an even more diverse range of experience. With more members, the Police Board could also reinforce its existing sub-committees or create new sub-committees to oversee specific organizational areas.

Internal Structure

- 3.33 The Transit Police is headed by the Chief Officer who is assisted by one Deputy Chief Officer commanding the Support Services Division and one Deputy Chief Officer commanding the Operations Division.
- 3.34 The current Chief Officer and the Deputy Chief Officer commanding the Support Services Division are temporarily seconded from the VPD. The Deputy Chief Officer commanding the Operations Division is acting in the position on a semi-permanent basis while the Transit Police Board searches for a new Chief Officer.
- 3.35 Each Deputy Chief Officer is supported by one Inspector and each Inspector is assisted by an administrative Staff Sergeant. One additional Inspector position is currently held vacant in the Operations Division but it is not included in the analysis. The Staff Sergeant position in the Support Services Division is also currently vacant. For his part, the Operations Staff Sergeant oversees the Crime Reduction Unit, the Crime Analysis Unit and the Intelligence Officer. This adds up to four sworn middle managers overall (one Operations Inspector, one Support Services Inspector, one Operations Staff Sergeants and one vacant Support Services Staff Sergeant position) or roughly one sworn middle manager on average for 40 authorized sworn officers.
- 3.36 Sworn supervision within the Operations Division is provided by a team of 12 Sergeants and four Watch Commanders with the

rank of Staff Sergeant. In the Support Services Division, one Sergeant supervises the Recruiting & Training Unit, one Sergeant handles PRIME-related responsibilities and two Staff Sergeants are assigned to the Professional Standards Unit. This adds up to 20 sworn supervisors or one supervisor on average for slightly more than seven authorized Constables.

- 3.37 Key positions held by civilian managers include the Manager in charge of the Operational Communications Centre, the Informatics Manager, the Strategic Services Manager, the Policy & Planning Manager, the Senior Labour Relations Advisor, the HR Manager, the Finance Manager and the Risk Coordinator. Other civilian Transit Police positions include (in no particular order): the CPIC Coordinator, the Fleet Coordinator, the Stores Coordinator, the Facilities Coordinator, the HR Advisor, the Budget Analyst (currently vacant), IT Network Analysts, Crime Analysts and Administrative Assistants.

FINDING: THE ORGANIZATIONAL STRUCTURE OF THE TRANSIT POLICE ESTABLISHES A PROPER BALANCE BETWEEN THE PATROL-ORIENTED OPERATIONS DIVISION AND THE SPECIALIZED ADMINISTRATIVE FUNCTIONS HOUSED WITHIN THE SUPPORT SERVICES DIVISION.

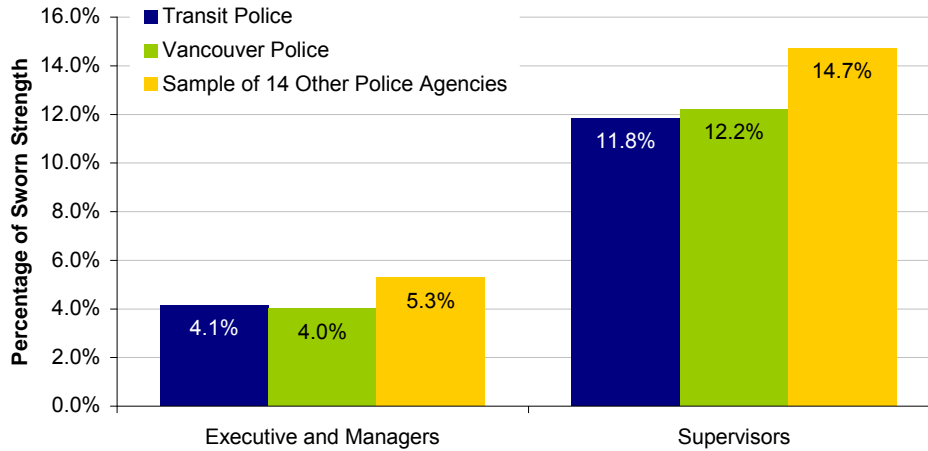
- 3.38 The organizational structure of the Transit Police appears to properly balance the needs of the Operations Division and the Support Services Division.
- 3.39 The Operations side includes patrol, the Crime Reduction Unit, the Crime Analysis Unit and the Operational Communication Centre. Overall, it remains more patrol-oriented compared to other full-service police agencies that have specialized investigative and operational support units. This is illustrated by the fact that 122 out of 142 Constables (85.9%) and 15 out of 20 supervisors (75.0%) at Transit Police are assigned to the patrol area. By comparison, only 520 out of 1,112 Constables work in a regular patrol capacity at the VPD (46.8%). Because a large proportion of all Transit Police officers are concentrated in the Operations Division, there is a need for a substantial management capacity on the Operations side.
- 3.40 On the other hand, several specialized administrative functions are housed within the Support Services Division of the Transit Police. This includes the Professional Standards Unit, the Recruiting & Training Unit, IT, Information Management, Stores,

Fleet and Media Relations. Regardless of their size, these functions involve complex business processes, are associated with substantial operational and financial implications and have the potential to impact the entire organization significantly. This tends to suggest the need for a robust management structure on the Support Services side as well.

- 3.41 With its current organizational structure, Transit Police is balancing the need for operational oversight in the Operations Division with the need for specialized administrative controls in the Support Services Division. Overall, this is consistent with what would be expected in a police agency like the Transit Police. The internal structure is fairly simple and straightforward. As confirmed during the interview stage, the chain of command for most employees is very clear.

FINDING: THE RANK STRUCTURE OF THE TRANSIT POLICE IS ALIGNED WITH OTHER POLICE AGENCIES. MANAGEMENT CAPACITY AND SUPERVISORY SPAN OF CONTROL APPEAR TO BE ADEQUATE ON AVERAGE.

- 3.42 The top management team at Transit Police is currently comprised of three sworn Executive positions: the Chief Officer and two Deputy Chief Officers. This top management team is complemented by four sworn managers (two Inspectors and two administrative Staff Sergeants) and 20 sworn supervisors (four Watch Commanders and 16 Sergeants). At the time this report was written, the vacant Support Services Staff Sergeant position was being used to staff a temporary IT Manager position.
- 3.43 As illustrated by the following graph, the average span of control within Transit Police appears to be roughly aligned with other police agencies, including the VPD.



- 3.44 This suggests that the management capacity and supervisory span of control at Transit Police is adequate on average.
- 3.45 In a seminal paper published in the *American Sociological Review* in 1962, Gibbs & Martin introduced an innovative formula to measure hierarchical differentiation. The formula is computed as follows:

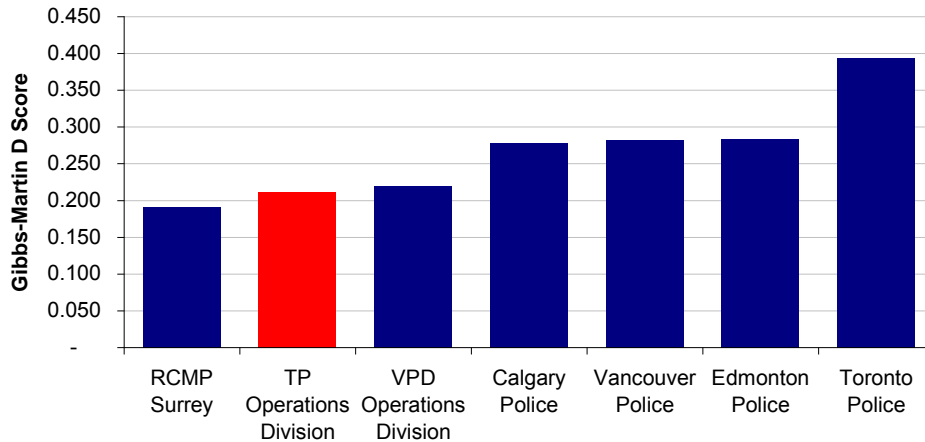
$$D_{\text{RANK}} = 1 - \left[\frac{\sum x_i^2}{(\sum x_i)^2} \right]$$

Where:

x_i is the number of officers with rank i .

$\sum x_i$ is the total number of officers.

- 3.46 Initially designed to quantify the division of labour, the Gibbs-Martin D has already been used extensively by researchers studying law enforcement agencies. The Gibbs-Martin D describes the distribution of personnel throughout upper ranks. A high Gibbs-Martin D reflects more vertical differentiation and indicates that there are more supervisors and managers relative to frontline employees. A lower Gibbs-Martin D tends to reflect a leaner organization. The Gibbs-Martin D is designed to account for differences in organizational size.
- 3.47 As illustrated by the following graph, the Gibbs-Martin D for the Transit Police Operations Division is consistent with the Surrey RCMP and the Vancouver Police Operations Division.



- 3.48 This supports the idea that the Transit Police Operations Division has an adequate number of supervisors and managers relative to frontline employees.

Strategic Plan

- 3.49 As highlighted in the Transit Police Strategic Plan for 2011-2015, the Transit Police and the Transit Police Board are considered part of the TransLink family.
- 3.50 The Transit Police Strategic Plan is aligned with TransLink's strategic directions. Like the 2007-2011 Strategic Plan, the 2011-2015 Transit Police Strategic Plan was explicitly intended to complement and support TransLink's Strategic Plan. For its new Strategic Plan 2011-2015, the Transit Police replaced its own vision and mission statements with TransLink's corporate vision and mission.
- 3.51 The 2011-2015 Transit Police Strategic Plan highlights three key strategic directions: reducing crime and disorder, protecting TransLink assets and the transit environment, and providing better service to the transit community.
- 3.52 The Transit Police Strategic Plan was developed using a collaborative approach and considered the input of internal and external stakeholders. Transit Police asked stakeholders to identify what Transit Police was doing well and what areas could be improved. This information was used to prioritize and develop a comprehensive Strategic Plan.

FINDING: COMMUNICATION OF THE 2011-2015 TRANSIT POLICE STRATEGIC PLAN IS KEY TO ITS SUCCESSFUL IMPLEMENTATION.

- 3.53 Internal and external communication of the 2011-2015 Strategic Plan is key to ensure it can be successfully implemented. With 29 strategic goals accompanied by 114 strategies and 82 performance indicators, the 2011-2015 Strategic Plan is ambitious for an agency with 167 officers and 67 civilians. It will be challenging for Transit Police to leverage all the opportunities and address all the issues identified in its Strategic Plan. If it is not communicated properly, there is a risk that it could divide the focus and attention of management, frontline staff and law enforcement partners.
- 3.54 Only a limited number of Transit Police stakeholders interviewed by the Project Team could confidently refer to or describe the strategic goals and their associated strategies. With a Strategic Plan this comprehensive, it is important that the strategic direction, goals and strategies be communicated to external and internal stakeholders.
- 3.55 Transit Police currently has a Communications Specialist on secondment from BCRTC (SkyTrain). A permanent position is expected to be posted based on the recommendation of the current incumbent. The Communications Strategist could take the lead role in development of a communications plan for the 2011-2015 Strategic Plan. The communications plan should encompass both an internal and external communications strategy. Transit Police should ensure that external partners in the community and jurisdictional police agencies are made aware of its strategic direction to enhance a collaborative approach to reach the strategic goals and objectives.
- 3.56 The Strategic Plan should be communicated through the chain of command to front line members. The goals and strategies should be prominently posted throughout the Transit Police offices to reinforce the objectives. The strategic goals of the organization could also be reinforced as part of regular briefings.
- 3.57 One method to communicate the strategic direction to jurisdictional police agencies is through the regular Joint Protocol Committee meetings. Stakeholders can then have the opportunity to play a role in the implementation and the success

of the initiatives laid out in the 2011-2015 Transit Police Strategic Plan.

RECOMMENDATION: CREATE AN INTRANET WEBSITE TO ENHANCE INTERNAL COMMUNICATION.

- 3.58 To enhance internal communication, the Transit Police Communication Strategist, in conjunction with the Transit Police IT Unit should develop a comprehensive Intranet website that is efficient to navigate and accessible to all Transit Police employees.
- 3.59 An Intranet is a secure business network that uses the same underlying structure and network protocols as the internet and is protected from unauthorized users by a firewall. It has been recognized as a powerful tool used to improve internal communication as it provides employees with easy access to detailed organizational information.
- 3.60 The benefits of an Intranet are vast. Intranets increase employee productivity by allowing faster access to up to date information. An Intranet can have a positive effect on employee engagement as it creates a common knowledge base among users which can also result in a better understanding of the organization. It is also cost effective as the simultaneous access to documents means less documents require printing and physical storage.
- 3.61 Throughout the interview stage, the Project Team learned that there was incorrect information or lack of information flowing down to front line members and civilian staff. The way information is disseminated internally could be improved by way of an Intranet system which would allow all Transit Police employees to have information at their disposal.
- 3.62 The Transit Police could populate their Intranet site with operational information such as patrol briefings and crime analysis reports to assist frontline members. The Intranet could also include a Governance section which would facilitate the flow of higher level information such as the Transit Police and TransLink Strategic Plans, vision and mission statements, Key Performance Indicators (KPIs), Transit Police Board information, meeting minutes and MOUs. It could include organizational charts, business plans, position profiles, unit mandates, and

organizational achievements. Other areas of value would be administration, financial, IT, Public Relations, and Human Resources information. Depending on the level of sophistication of the Intranet site, it could also be used interactively for administrative functions such as shift bidding, vacation requests, and overtime submission, approval and tracking.

- 3.63 Internal communication is an important element in any organization. It is especially important in an organization such as the Transit Police which has a complex governance structure and operates 24/7 out of multiple offices. An Intranet site is a comprehensive way for Transit Police to allow employees at all levels access to operational and business information which can augment their understanding of the organization, its goals and achievements.

4. Operational Deployment

- 4.1 OBJECTIVE 2 in the Project Plan was to review the operational deployment model of the Transit Police.
- 4.2 This section analyzes the operational deployment model of the Transit Police with a focus on operational efficiency and effectiveness. The Project Team explored the operational deployment of the Transit Police primarily independent from collaborative crime reduction strategies with jurisdictional police agencies or Transit Security.
- 4.3 Findings and recommendations are provided for the regular patrol area, the Crime Reduction Unit, the Crime Analysis Unit and the Intelligence Officer. These areas represent roughly 98% of the Operations Division now that the Graffiti Coordinator position has been eliminated, the Station Targeted Area Response (STAR) Team has been disbanded and the Transit Liaison Centre Officer (TLCO) program has been terminated. The Explosive Detection Dog Unit was implemented as a pilot project and is subject to be reviewed later in 2011. It was therefore left out of the project scope and the Project Team does not provide any finding or recommendation for this Unit.

Operational Objectives

- 4.4 Transit Police is responsible to provide a safe travelling environment for the general public and a safe working environment for transit employees.
- 4.5 More specifically, the core mandate of the Transit Police is to:
 - Maintain the peace, prevent crime and enforce the law primarily in relation to activities that could affect the safety or security of transit passengers, employees and property.
 - Conduct investigations and enforcement operations with respect to any unlawful activity on or around transit vehicles and other transit property.
 - Conduct fare enforcement and enforce Transit Conduct and Safety Regulations.
- 4.6 Through Watch Commanders, the Transit Police is also available to assist jurisdictional police agencies with any transit-related investigation and other requests for assistance. This includes the

production of CCTV video footage, tolling data, street check data and other police intelligence.

Deployment Background

- 4.7 Transit Police officers are appointed as Designated Constables and have the same authority as municipal police officers. They are conferred the authority to preserve and maintain public peace and serve the needs of transit passengers, transit employees and the general public with respect to crime within and around the regional transportation system.
- 4.8 Transit Police recruits are trained at the Justice Institute of BC (JIBC) with other municipal police officers. Exempt and lateral candidates are experienced police officers and are not required to attend the JIBC. All Transit Police officers are required to have the same basic qualifications, meet the same basic training standards, must follow the same professional code of conduct and are subject to the same police complaint process as municipal police officers.
- 4.9 In addition to basic police training, all Transit Police officers have received first aid training, including training with automated external defibrillators. Specialized training is also provided in the fields of general investigation, interviewing, supervision, report writing, bicycle patrol, search & canvass, use of force, active shooter situations, surveillance, source management, informant handling, legal studies and critical incident management (e.g. active shooter simulations, emotionally disturbed persons).
- 4.10 The Transit Police uses and contributes to existing police systems such as PRIME, CPIC and E-Comm. However, the responsibility for 911 call taking remains with jurisdictional police agencies.
- 4.11 The Transit Police Operational Communications Centre (OCC) maintains two operational radio channels and two information radio channels. As stated under section C.18(f) of the 2011 MOU with jurisdictional police agencies, the Transit Police OCC when required can provide indirect radio contact between the SkyTrain Operational Maintenance Centre (OMC), SkyTrain Attendants and Transit Police officers deployed along the SkyTrain corridor. The Transit Police OCC also has direct

hotlines with E-Comm, the Canada Line Operational Maintenance Centre operated by ProTransBC (COMC) and the Operational Control Centre operated by the Coast Mountain Bus Company (TCOMM). The Transit Police OCC can monitor all relevant radio traffic as required. When a serious incident or a critical situation is reported on the SkyTrain or around the transit system, the OCC is notified by the jurisdictional police agency through E-Comm. Transit Police units are then advised by the OCC and switch to the jurisdictional radio channel. Efforts have been made to ensure Transit Police patrol members routinely monitor jurisdictional police radio channels. E-Comm dispatchers can dispatch Transit Police officers directly in case of emergency.

- 4.12 The Transit Police does not currently maintain any detention facility. Persons arrested by the Transit Police are escorted to and housed in detention facilities operated by the jurisdictional police agency. Transit Police officers must notify the jurisdictional police agency and adhere to its specific booking process. The arresting officers must file a Report to Crown Counsel (RTCC) within the legally required timeframe.
- 4.13 The Transit Police also relies on jurisdictional police agencies to access drug experts, weapon experts, polygraph technicians, forensic identification personnel, Emergency Response Team (ERT) personnel, bomb disposal personnel, victim services personnel and police dog units. The Transit Police has limited capacity to handle exhibits that require DNA testing, are flammable or are hazardous. Exhibits the Transit Police is unable to handle are transferred to jurisdictional police agencies.

Patrol Deployment

- 4.14 15(1) [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED] These officers all follow a four-on-four-off schedule and work a fixed 11-hour shift.
- 4.15 A Squad and B Squad officers work while the officers on C Squad and D Squad are off. On the A-B side, A Squad is responsible for the morning shift (0500-1600) and the day shift (1000-2100) while B Squad is responsible for the afternoon shift

(1515-0215) and the night shift (1800-0600). On the C-D side, C Squad is responsible for the morning and day shifts. D Squad is responsible for the afternoon and night shifts. Each squad is divided between the Expo/Millennium Line and the Canada Line.

4.16 15(1)

4.17 15(1)

4.18 The following table summarizes the Transit Police shifting model.

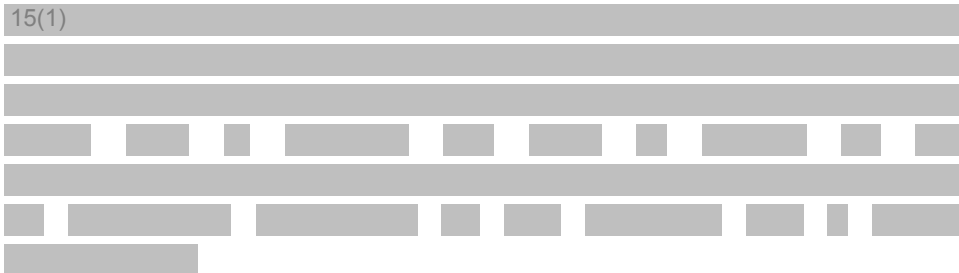
| A-B Side | C-D Side | Expo/Millennium Line | Canada Line |
|----------|----------|----------------------|-------------|
| Squad A | Squad C | 15(1) | |
| Squad B | Squad D | | |
| | | | |

4.19 The officers assigned to the Expo/Millennium Line deploy out of 307 Columbia Street in New Westminster while the officers assigned to the Canada Line deploy out of a dedicated 5,530 square feet facility located at the Bridgeport Station in Richmond.

4.20 Within each squad, Watch Commanders have the flexibility to subdivide SkyTrain lines into smaller beat zones. On the Expo/Millennium Line, typical zone boundaries include: King George Station to Scott Road Station, Columbia Station to

Metrotown Station, Sapperton Station to VCC-Clark Station and Patterson Station to Commercial-Broadway Station. On the Canada Line, typical zone boundaries include: Richmond-Brighouse Station to Bridgeport Station to YVR-Airport Station, Marine Drive Station to Broadway-City Hall Station and Olympic Village Station to Waterfront Station.

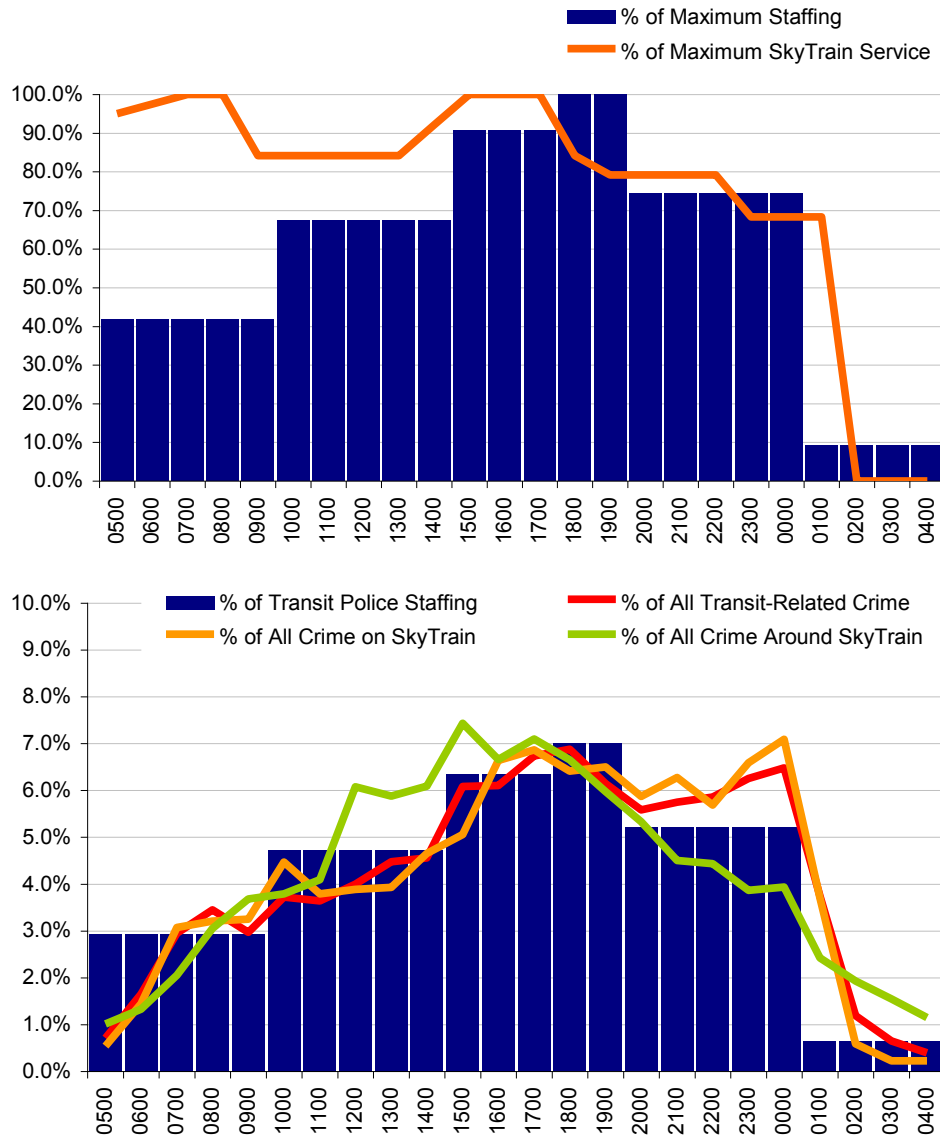
- 4.21 For deployment purposes, Waterfront Station, Burrard Station, Granville Station and Stadium-Chinatown Station all fall under the responsibility of the Canada Line team even though they are technically part of the Expo/Millennium Line. This explains why the afternoon shift is staffed by up to 12 Constables even though the RAV Concession Agreement with InTransitBC calls for a minimum of only six Constables on the Canada Line. One advantage of this deployment model is that all the Transit Police officers who work in downtown Vancouver can operate on the same operational radio channel.

- 4.22 15(1)
- 

FINDING: THE TRANSIT POLICE SHIFTING MODEL APPEARS TO MATCH CRIME PATTERNS ADEQUATELY.

- 4.23 As illustrated by the following graphs, the Transit Police shifting model matches relatively well with daily SkyTrain service, crime on the SkyTrain and crime around the SkyTrain (as defined in the data methodology section). 15(1)



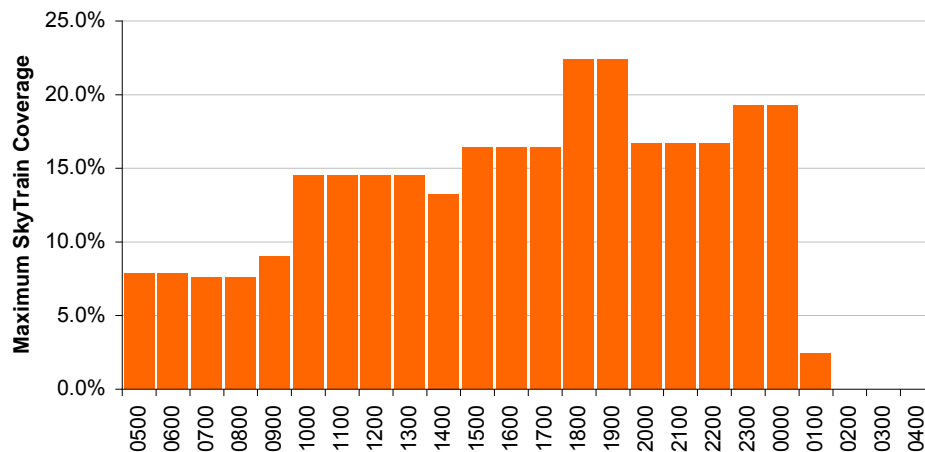


4.24 The coefficient of correlation between hourly staffing and crime on the SkyTrain reaches 0.86. As crime increases during the day, the number of Transit Police officers deployed also increases. Maximum deployment is achieved when crime peaks, between 1600 and 1900 hours. This is indicative of an efficient shifting model.

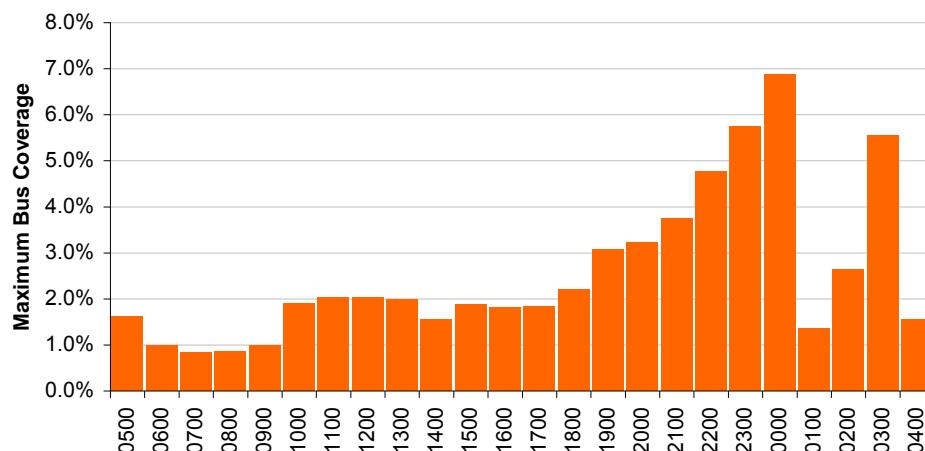
FINDING: EXISTING TRANSIT POLICE RESOURCES CAN PROVIDE A POLICE PRESENCE ON UP TO 14% OF THE SKYTRAIN SYSTEM OR 2% OF ALL WEEKDAY BUSES ON AVERAGE.

4.25 If full saturation or 100% coverage on the SkyTrain (Expo/Millennium Line and Canada Line) was defined as a two-

officer unit in each station and each train (consisting of one or more train compartments), Transit Police at full strength would be able to police 14.2% of the entire SkyTrain system with two-officer units. SkyTrain coverage would fluctuate from less than 8% early on weekdays to a peak of 22.4% between 1800 and 2000 hours. If a SkyTrain-hour was defined as one train or one station operating for one hour, this would represent 307 SkyTrain-hours out of almost 2,200 daily. The following graph illustrates this.



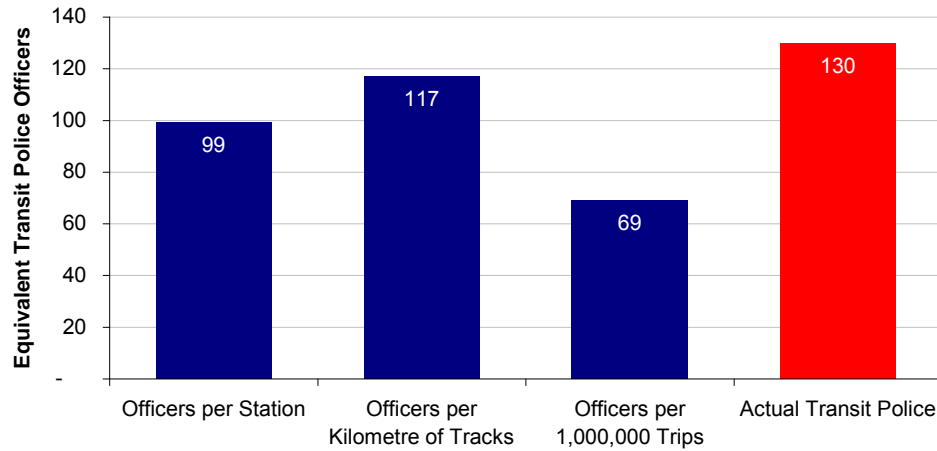
- 4.26 The same Transit Police resources deployed on buses would cover no more than 2.0% of the bus network during the week on average. On weekdays, bus coverage would fluctuate from 1% early in the day to a peak of 6.9% between midnight and 0100 hours. The following graph illustrates this. Of course, potential bus coverage is much better during the weekend because fewer buses are running.



- 4.27 For comparison and benchmarking purposes, the Project Team sampled every transit police agency for which it could find consistent, publicly available staffing data. The following table compares the staffing level of Transit Police with other transit police agencies policing a rapid rail system.

| | Officers* | Stations | Track Length (km) | Annual Passenger Trips | Officers per Station | Officers per Kilometre of Tracks | Officers per 1,000,000 Trips |
|--|-----------|----------|-------------------|------------------------|----------------------|----------------------------------|------------------------------|
| Transit Police on SkyTrain (2010) | 130 | 49 | 68.7 | 117,412,939 | 2.65 | 1.89 | 1.11 |
| London Underground and DLR (2009-2010) | 729 | 357 | 436 | 1,134,000,000 | 2.04 | 1.67 | 0.64 |
| Montreal Police Metro Unit (2007) | 132 | 68 | 69.2 | 364,000,000 | 1.94 | 1.91 | 0.36 |
| Calgary Transit Public Safety & Enforcement (2010) | 77 | 38 | 44.9 | 94,400,000 | 2.03 | 1.71 | 0.82 |
| Average of Sample | | | | | 2.00 | 1.76 | 0.61 |
| Corresponding Transit Police Staffing Level** | | | | | 99 | 117 | 69 |
| * For comparison purposes, the count for Transit Police doesn't include officers assigned to specialty functions. | | | | | | | |
| ** This is the Transit Police staffing level that would be required to obtain the average ratio of officers per station, per kilometre of tracks or per passenger trips/boardings. | | | | | | | |

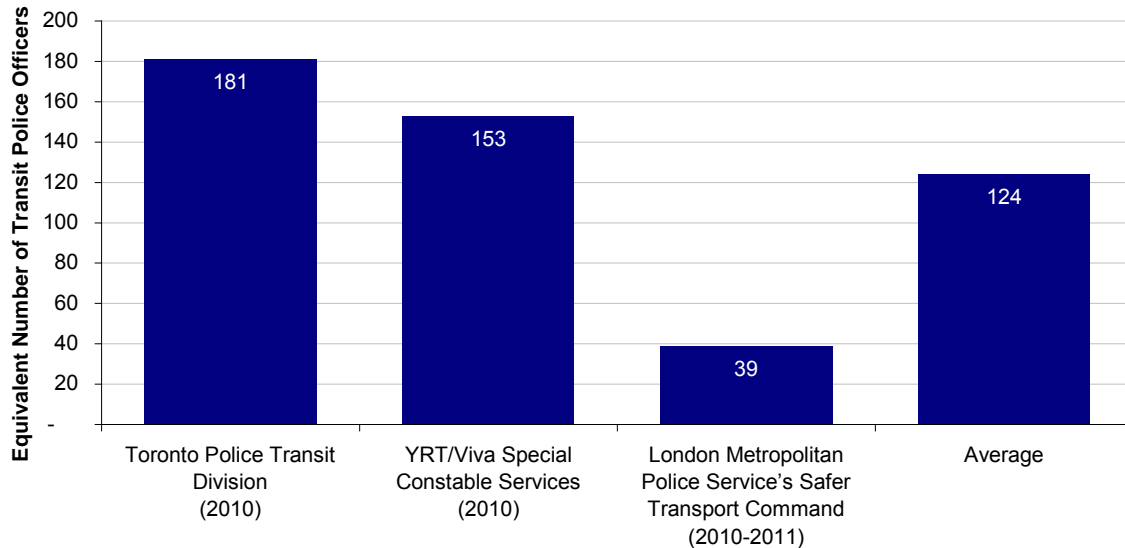
- 4.28 Currently, the Transit Police has a team of 130 patrol officers working primarily along the SkyTrain corridor. Based on the staffing level within the agencies sampled by the Project Team, the Transit Police would require between 69 and 117 officers to provide a comparable police presence on the SkyTrain. The following graph summarizes how many Transit Police officers would be required on the SkyTrain to reach the average ratio of officers per station, officers per kilometre of tracks and officers per 1,000,000 passenger trips.



- 4.29 This does not mean that Transit Police currently has too many officers because the ratio of officers in other agencies may not be optimal for Vancouver's transit environment. In San Francisco, the Bay Area Rapid Transit (BART) Police has a total sworn strength of 206 officers and is responsible to patrol a rapid rail transit system comparable in size to the SkyTrain system. Currently, the Transit Police has an authorized strength of 167 officers. Relative to the staffing level of BART Police, the Transit Police would require 228 officers. However, BART Police is a full-service police agency with SWAT officers, dog handlers, detectives, undercover anti-vandalism officers and special enforcement teams. Direct comparisons with Transit Police are therefore problematic.
- 4.30 The following table compares the staffing level of Transit Police with other transit police agencies that police a bus system. The York Region Transit/Viva Special Constable Services and the London Metropolitan Police Service's Safer Transport Command are responsible primarily for policing buses. However, direct comparisons with the Toronto Police Service Transit Division are more problematic because the staffing level for Toronto includes Toronto Police officers assigned to patrol the subway.

| | Officers* | Revenue Passengers | Passenger Trips | Officers per 1,000,000 Passengers or Trips |
|---|-----------|-----------------------|--------------------|---|
| Transit Police on Buses (2010) | | 129,048,807 | 220,049,160 | |
| Toronto Police Transit Division (2010) | 80 | 57,000,000 | | 1.40 |
| YRT/Viva Special Constable Services (2010) | 23 | 19,395,721 | | 1.19 |
| London Metropolitan Police Service's Safer Transport Command (2010-2011) | 401 | | 2,289,000,000 | 0.18 |
| Average of Sample | | | | 0.92 |
| Corresponding Transit Police Staffing Level** | | | | 124 |
| * Transit Police focuses primarily on the SkyTrain. | | | | |
| ** This is the Transit Police staffing level that would be required to obtain the average ratio of officers per passengers/boardings. | | | | |

4.31 Based on the staffing level within the agencies sampled by the Project Team, the Transit Police would require roughly 124 officers to provide an equivalent police presence on buses. This is illustrated by the following graph.



4.32 Based on the relative size of the bus network, Transit Police would require 39 officers to be aligned with the London Metropolitan Police Service's Safer Transport Command but 153 officers in order to be aligned with the York Region Transit's Special Constable Services. Again, this wide range confirms that direct comparisons between Transit Police and other transit police agencies can be problematic.

- 4.33 The following table outlines various staffing options for Transit Police based simply on comparisons with other transit agencies. The Platinum, Gold, Silver and Bronze options all include substantial bus coverage.

| Staffing Option | Total Sworn Strength | SkyTrain Coverage (Monday to Friday) | Bus Coverage* (Monday to Friday) | Baseline Used for Comparison |
|--|-----------------------------|--|--|---|
| Platinum | 409 | 19% (413 SkyTrain-hours per day) | 2.2% (339 bus-hours per day) | Staffing on SkyTrain comparable to BART. Staffing on buses comparable to Toronto. |
| Gold | 352 | 19% (413 SkyTrain-hours per day) | 1.5% (231 bus-hours per day) | Staffing on SkyTrain comparable to BART. Staffing on buses comparable to sample. |
| Silver (Average) | 256 | 11% (239 SkyTrain-hours per day) | 1.5% (231 bus-hours per day) | Staffing on SkyTrain and buses comparable to sample average. |
| Bronze | 173 | 11% (239 SkyTrain-hours per day) | 0.5% (77 bus-hours per day) | Staffing on SkyTrain and buses comparable to London, UK. |
| Current | 167 | 14.2% (307 SkyTrain-hours per day) | Minimal | Existing staffing level. |
| Service Cut | 132 | 11% (239 SkyTrain-hours per day) | None | Staffing on SkyTrain comparable to sample average. No bus coverage. |
| * Percentage of coverage on the SkyTrain and buses reflects Monday-Friday coverage. Percentage of bus coverage would be better during the weekend because there are fewer buses. | | | | |

- 4.34 To implement the Platinum staffing option, Transit Police would require a total authorized strength of 409 officers. These officers would be able to cover 19% of the SkyTrain on average and 2.2% of the buses during the week. Under that staffing option, Transit Police staffing on the SkyTrain would be comparable to the staffing level on the BART system while police presence on CMBC buses would exceed the police presence on TTC buses.
- 4.35 To implement the Gold staffing option, Transit Police would require a total authorized strength of 352 officers. These officers would be able to cover 19% of the SkyTrain on average and 1.5% of the buses during the week. Under that staffing option, Transit Police staffing on the SkyTrain would be comparable to the staffing level on the BART system while the police presence on buses would be average relative to the agencies sampled by the Project Team.

- 4.36 To implement the Silver staffing option, Transit Police would require a total authorized strength of 256 officers. These officers would be able to cover 11% of the SkyTrain on average and 1.5% of the buses during the week. Under that staffing option, the Transit Police presence on both the SkyTrain and buses would be average relative to the agencies sampled by the Project Team.
- 4.37 To implement the Bronze staffing option, Transit Police would require a total authorized strength of 173 officers. These officers would be able to cover 11% of the SkyTrain on average and 0.5% of the buses during the week. Under that staffing option, the Transit Police presence on the SkyTrain and buses would be comparable to the police presence provided by the British Transport Police on the London Underground and the London Metropolitan Police Service on buses (respectively). This staffing option falls very close to the current Transit Police authorized strength of 167 sworn officers.
- 4.38 If Transit Police staffing was reduced to 132 officers, Transit Police would be able to cover 11% of the SkyTrain on average but there would be no coverage on buses.

FINDING: SHIFT BIDDING IS DETRIMENTAL TO TRANSIT POLICE OPERATIONS.

- 4.39 In accordance with section 11.05 of the COPE Collective Agreement, Transit Police officers assigned to patrol currently have the opportunity through shift bidding to choose what squad they wish to work in, what shift they wish to work (morning, afternoon or night) and what SkyTrain line they wish to be assigned to (Expo/Millennium Line or Canada Line). This shift sign-up process came from CMBC where bus drivers sign up for their routes and start times in order of seniority. The practice was inherited and brought over to Transit Security and then continued with Transit Police.
- 4.40 Shift sign-up is handled through the union and occurs three times per year in four month blocks. Sign-up priority is based strictly on union seniority and there is no consideration for skills, capabilities or basic operational needs. The Collective Agreement states that with notice, the employer can impose a shift change for *bona fide* operational reasons but explicitly indicates that it is subject to the grievance procedure.

4.41 Every four months, a blank shift schedule indicating start times and the number of positions required for each shift is forwarded to the union representative. The union representative contacts the most senior officer who can select the position of their choice. The union representative then proceeds down the union seniority list until all positions are filled. Of course, this seniority-based sign-up process means that most junior officers rarely have much choice.

4.42 17(1)(e) [REDACTED]
[REDACTED]

4.43 17(1)(e) [REDACTED]
[REDACTED]
[REDACTED]
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4.44 17(1)(e) [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]
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4.45 17(1)(e) [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]
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RECOMMENDATION: ROTATE PROBATIONARY TRANSIT POLICE RECRUITS THROUGH MORNING, AFTERNOON AND NIGHT SHIFTS.

- 4.46 With the existing shift bidding process, there is a risk junior members could be stuck within a squad or a team composed primarily of other junior members. This is not conducive to mentorship opportunities or the transfer of knowledge and experience. Such knowledge and experience transfer is vital for Transit Police because it has such a large proportion of lateral transfers and members who have been working within the TransLink family for many years. Rotating junior members through the various shifts would create opportunities for some knowledge transfer to occur.
- 4.47 The probationary period for Transit Police recruits is 18 months, including nine months of JIBC training. After basic training at the JIBC, the balance of the probationary period could be used to rotate probationary Constables through various patrol shifts and patrol environments. More specifically, probationary Constables should be allowed to rotate through one four-month cycle of morning shifts, one cycle of afternoon shifts and one cycle of night shifts (not necessarily in that order).
- 4.48 Rotating probationary Constables through patrol shifts and patrol environments would clearly benefit new recruits. It would expose them to a more diverse range of situations, therefore enhancing their hands-on training and reinforcing what they learned at the JIBC. It would expand their knowledge of the transit system and enhance their understanding of crime patterns across the entire transit system. It would force new recruits to interact with different types of transit users and deal with different types of suspects. It would allow them to meet, work alongside and build relationships with a wider range of experienced Transit Police members and a wider spectrum of TransLink employees.

4.49 17(1)(c) and (d)

[REDACTED]

Workload and Crime Trends

4.50 The following table shows the type of cases typically handled by Transit Police. Transit Police officers reported a total of 15,930 cases for 2010. Based on a sworn authorized strength of 167, this represented 95.4 cases per officer. This was comparable to the 2007 average case load per officer.

| Type of Case | Number of GO Reports* | | Average Cases per Officer | | Change (%) |
|--------------------------|-----------------------|---------------|---------------------------|-------------|---------------|
| | 2007 | 2010 | 2007 | 2010 | 2007-2010 |
| Violent Crime | 579 | 592 | 4.8 | 3.5 | -25.9% |
| Property Crime | 748 | 1,065 | 6.2 | 6.4 | 3.2% |
| Other Crime | 1,318 | 1,306 | 10.9 | 7.8 | -28.2% |
| Cause a Disturbance | 536 | 511 | 4.4 | 3.1 | -30.9% |
| Obstruct Police Officer | 329 | 296 | 2.7 | 1.8 | -34.8% |
| Weapon Possession | 151 | 143 | 1.2 | 0.9 | -31.4% |
| Other | 302 | 356 | 2.5 | 2.1 | -14.6% |
| Drug Cases | 558 | 1,075 | 4.6 | 6.4 | 39.6% |
| Other Cases | 8,299 | 11,892 | 68.6 | 71.2 | 3.8% |
| Assist JPDs | 1,770 | 3,626 | 14.6 | 21.7 | 48.4% |
| Assist Public | 631 | 866 | 5.2 | 5.2 | -0.6% |
| Assist EHS or Fire | 182 | 320 | 1.5 | 1.9 | 27.4% |
| Abandoned 9-1-1 | 207 | 270 | 1.7 | 1.6 | -5.5% |
| Disturbed Persons | 104 | 139 | 0.9 | 0.8 | -3.2% |
| Transit 24-Hour Refusal | 1,059 | 1,239 | 8.8 | 7.4 | -15.2% |
| Transit Safety Rules | 824 | 851 | 6.8 | 5.1 | -25.2% |
| Intelligence | 315 | 767 | 2.6 | 4.6 | 76.4% |
| Property Lost/Found | 254 | 595 | 2.1 | 3.6 | 69.7% |
| Suspicious Circumstances | 325 | 496 | 2.7 | 3.0 | 10.6% |
| Liquor | 1,376 | 948 | 11.4 | 5.7 | -50.1% |
| Cancelled Files | 313 | 394 | 2.6 | 2.4 | -8.8% |
| Other | 939 | 1,381 | 7.8 | 8.3 | 6.6% |
| TOTAL | 11,502 | 15,930 | 95.1 | 95.4 | 0.3% |

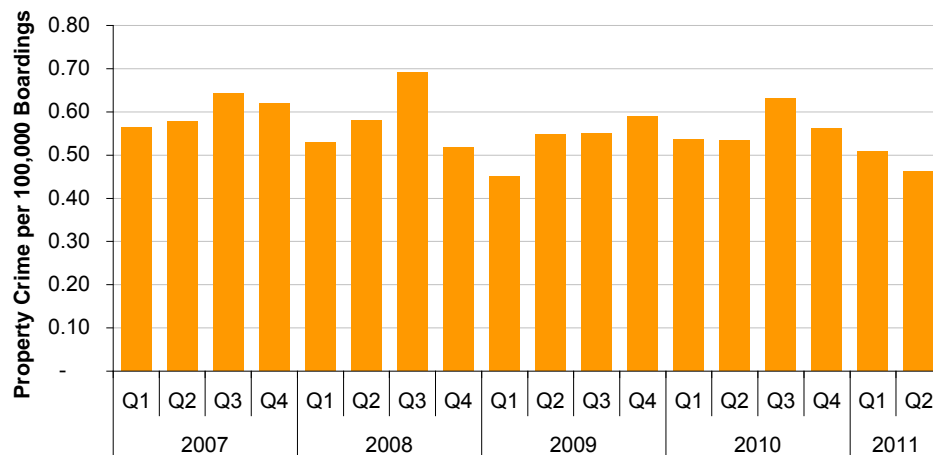
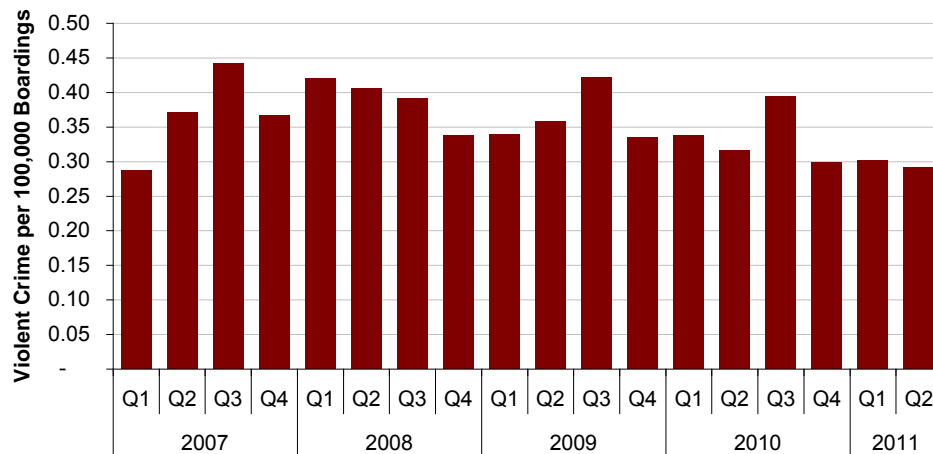
* Includes only Transit Police cases. Includes unfounded and unsubstantiated cases. Data was extracted from PRIME. Year is based on incident date. Tickets are excluded.

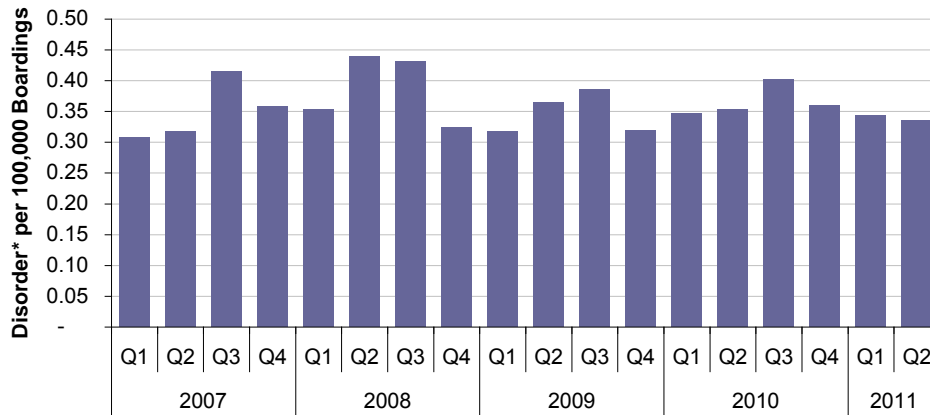
4.51 The latest crime trends on the transit system and the SkyTrain are summarized below.

FINDING: BETWEEN 2008 AND 2010, THE VIOLENT CRIME RATE ON THE TRANSIT SYSTEM DECREASED WHILE THE PROPERTY CRIME RATE REMAINED ALMOST FLAT. THE COMBINED CRIME RATE FOLLOWED ROUGHLY THE VANCOUVER CMA CRIME RATE

4.52 Since 2007, an average of roughly 1,100 violent crimes, 1,800 property crimes and 1,000 drug offences were reported annually on the transit system. During the same period, total annual ridership on the transit system increased from approximately 294 to 347 million passenger boardings.

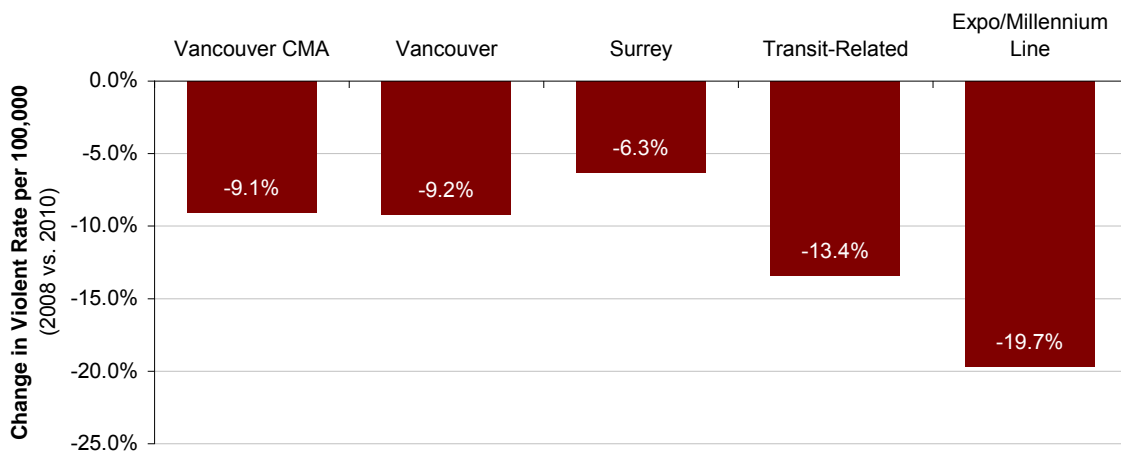
4.53 The following graphs illustrate how the transit-related violent crime rate, the property crime rate and the disorder rate per 100,000 passenger boardings fluctuated on a quarterly basis.



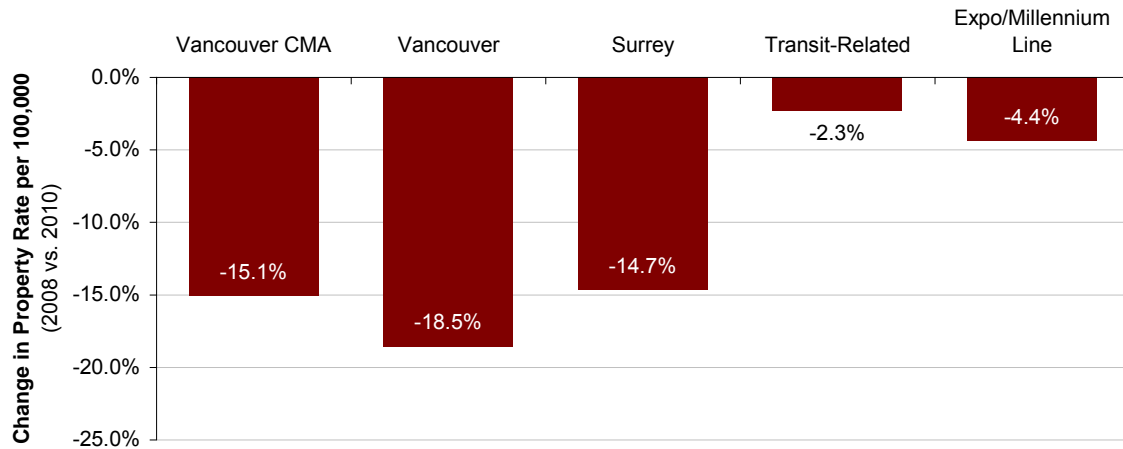


* Includes CAUSE A DISTURBANCE, DISTURBED PERSON and DOMESTIC DISPUTE cases.

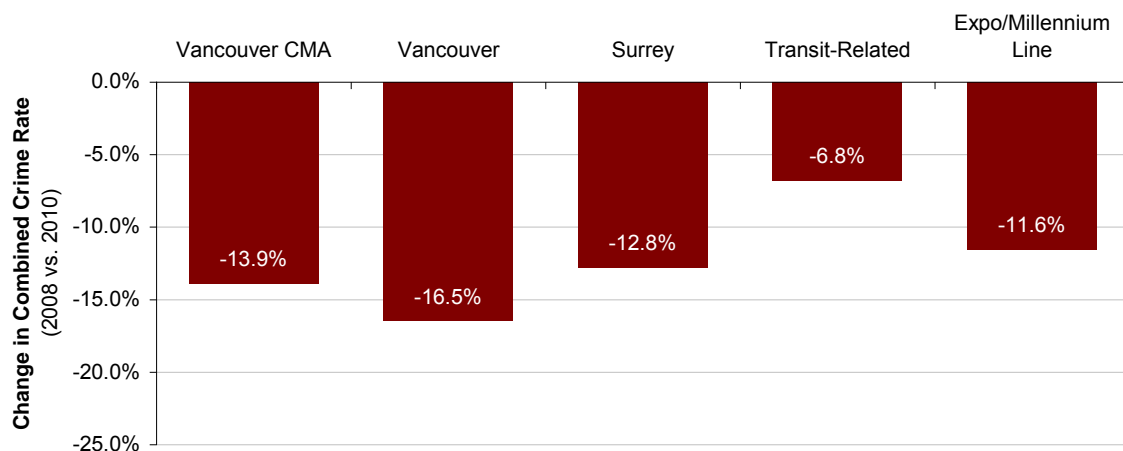
- 4.54 When ridership is taken into account, the crime rate on the transit system decreased overall between 2008 and 2010. Even though the property crime rate on the transit system remained almost flat, the violent crime rate fell significantly which allowed the combined crime rate on the transit system to follow roughly the Vancouver CMA crime rate.
- 4.55 Between 2008 and 2010, the overall violent crime rate per 100,000 passenger boardings on the transit system decreased by 13.4% from 0.388 to 0.336. Specifically on the Expo/Millennium Line, the violent crime rate decreased by 19.7% from 0.676 to 0.543. As illustrated by the following graph, these gains on the transit system and the Expo/Millennium Line compared very favourably to the Vancouver Census Metropolitan Area (CMA), including Vancouver and Surrey.



- 4.56 During the same period, the overall property crime rate per 100,000 passenger boardings on the transit system also decreased by 2.3% from 0.578 to 0.565. Specifically on the Expo/Millennium Line, the property crime rate decreased by 4.4% from 0.768 to 0.735. By comparison, the property crime rate per 100,000 residents decreased by 15.1% in the Vancouver CMA.



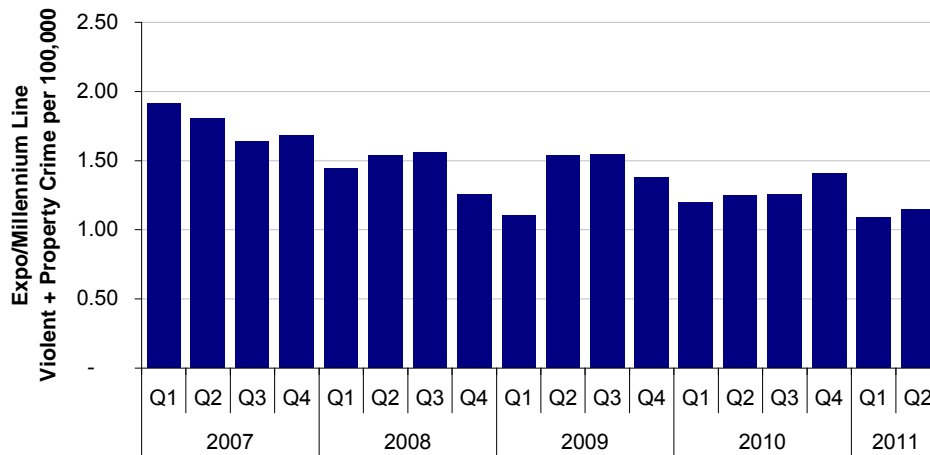
- 4.57 Between 2008 and 2010, the combined violent and property crime rate on the transit system decreased by 6.8% on the transit system and 11.6% specifically on the Expo/Millennium Line. By comparison, the combined violent and property crime rate per 100,000 residents decreased by 13.9% in the Vancouver CMA.



- 4.58 Overall, this is consistent with the idea that Transit Police effectively contributes to prevent and deter crime on the transit system in general and the SkyTrain in particular.

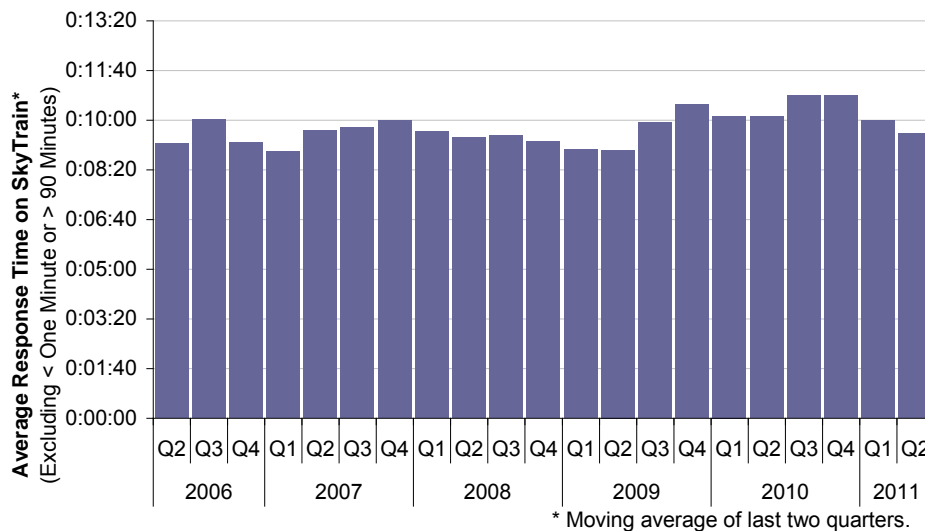
FINDING: THE CRIME RATE ON THE EXPO/MILLENNIUM LINE DECREASED IN 2007-2008 BUT INCREASED BETWEEN 2009 Q1 AND 2010 Q4. THIS WORSENING CRIME TREND COINCIDED WITH A SHIFT OF FOCUS AWAY FROM THE SKYTRAIN.

- 4.59 The following graph illustrates how the crime rate per 100,000 passenger boardings evolved on the Expo/Millennium Line between 2007 and the first half of 2011. Violent and property crime are combined into an overall crime rate for illustration purposes. The Canada Line only opened in the second half of 2009 and it is therefore excluded from the analysis.



- 4.60 As illustrated by the previous graph, the combined crime rate on the Expo/Millennium Line decreased progressively between 2007 and the first quarter of 2009, increased progressively from the second quarter of 2009 to the last quarter of 2010 and then dropped in the first half of 2011.
- 4.61 The worsening crime situation on the Expo/Millennium Line between the first quarter of 2009 and the last quarter of 2010 coincided roughly with the implementation of a new strategic orientation for the Transit Police based on a more comprehensive policing approach and a shift of focus away from the SkyTrain. This movement away from the SkyTrain was later described as “mission creep” by an outgoing Deputy Chief Officer.

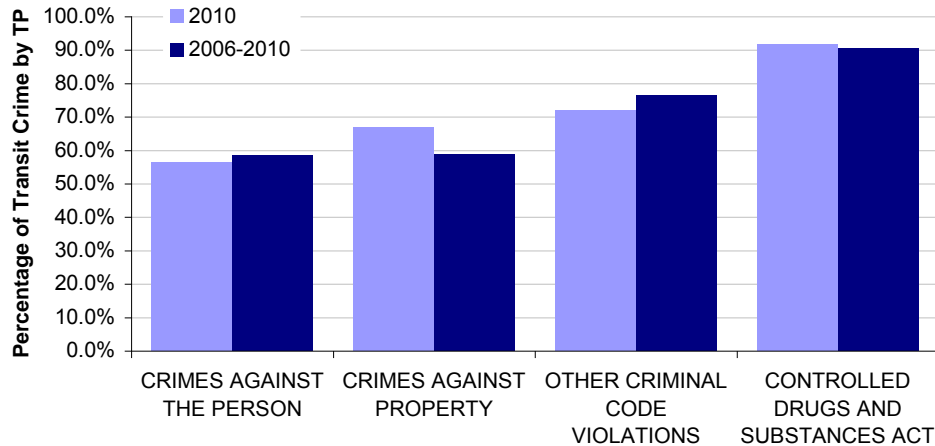
- 4.62 In contrast, the combined crime rate decreased in the first half of 2011. These recent improvements coincided with a “back to basics” policing philosophy focused primarily on the SkyTrain system.
- 4.63 The average police response time on the SkyTrain followed roughly the same pattern as the crime rate. After progressively shrinking by almost one minute between 2007 and 2008, the average Transit Police response time on the SkyTrain progressively increased to its highest level and exceeded 10 minutes in 2010. It then dropped in the first half of 2011. This is illustrated by the following graph.



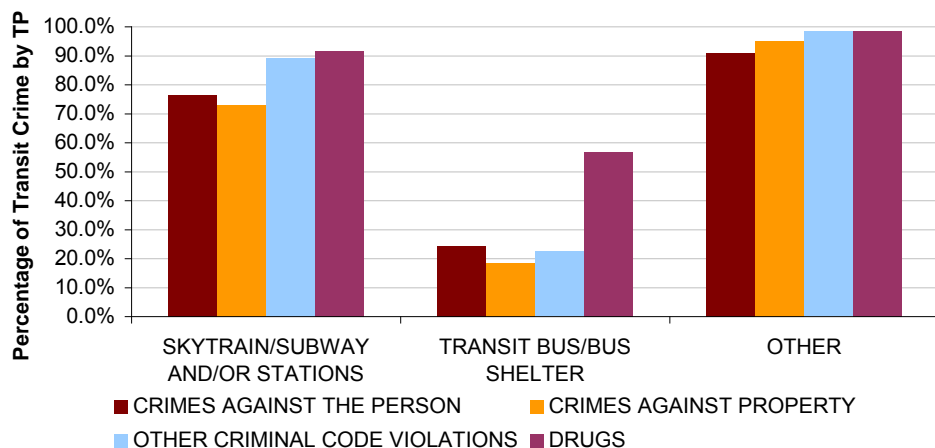
- 4.64 Overall, this is consistent with the idea that Transit Police presence on the SkyTrain can produce quantifiable results and can make a tangible difference for passengers.

RECOMMENDATION: FOCUS ON THE SKYTRAIN CORRIDOR.

- 4.65 In 2010, Transit Police handled 57% of all transit-related violent crime, 67% of all transit-related property crime, 92% of all transit-related drug offences and 72% of all other transit-related crime. The other cases were handled by jurisdictional police agencies. As illustrated by the following graph, this was roughly consistent with the average long-term trends observed since 2006.



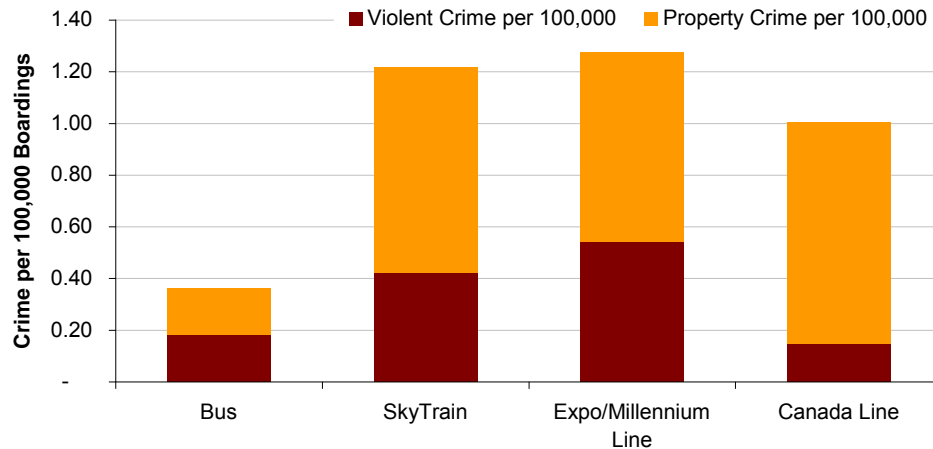
- 4.66 As illustrated on the following graph, Transit Police officers handle a much larger share of all SkyTrain-related crime compared to bus-related crime. This reflects the fact that Transit Police officers tend to be more active on the SkyTrain.



- 4.67 The crime rate on the SkyTrain also remains much higher than on buses. While the SkyTrain accounts for roughly 20% of all service hours and 33% of all passenger boardings, it generates roughly half of all transit-related violent and property crime. This suggests Transit Police is most needed and can have the most impact on the SkyTrain corridor.
- 4.68 In 2010, an average of 0.34 violent crimes and 0.57 property crimes per 100,000 passenger boardings were reported on the transit system. Specifically on the SkyTrain, 0.42 violent crimes and 0.79 property crimes were reported per 100,000 passenger

boardings. By comparison, only 0.18 violent crimes and 0.18 property crimes per 100,000 passenger boardings were reported on buses.

- 4.69 The following graph illustrates the average crime rate on buses and on the SkyTrain.



- 4.70 On average, this means that passengers would be expected to witness one crime every 276,000 bus boardings or every 82,000 SkyTrain boardings. Overall, this supports the idea that Transit Police resources are usually most needed and most effective along the SkyTrain corridor.
- 4.71 Anecdotal evidence confirms that buses require police attention only rarely. In December 2010, VPD and Transit Police conducted a joint plainclothes project called Project Bus Driver. The initiative involved plainclothes officers riding Downtown Eastside buses but it yielded no incidents of note (VA2010-193109).
- 4.72 Transit Police management has recognized the need to focus on the SkyTrain. This is illustrated by the fact that TCOMM has been instructed to call 911 before contacting the Transit Police when there is a bus incident.

RECOMMENDATION: ESTABLISH PERMANENT FOOT PATROLS AT THE WORST TRANSIT LOCATIONS AND SKYTRAIN STATIONS.

- 4.73 In the second half of 2010, Transit Police and Surrey RCMP implemented joint patrols in the area of the Surrey Central Station. As part of the Surrey Central Joint Enforcement Project,

one Transit Police Constable works with one member of the Surrey RCMP. The two members typically walk the beat. This ongoing project between Surrey RCMP and Transit Police was credited with a noticeable decrease in the number of undesirable individuals and the amount of street-level drug activity.

- 4.74 The Surrey Central Joint Enforcement Project is a great example of partnership between Transit Police and jurisdictional police. In the spirit of an intelligence-guided deployment, a similar model should be considered at other problem locations, including Commercial-Broadway Station. This would allow Transit Police to maintain a semi-continuous police presence at the worst SkyTrain stations. In turn, it would reassure the public and deter criminal activity.

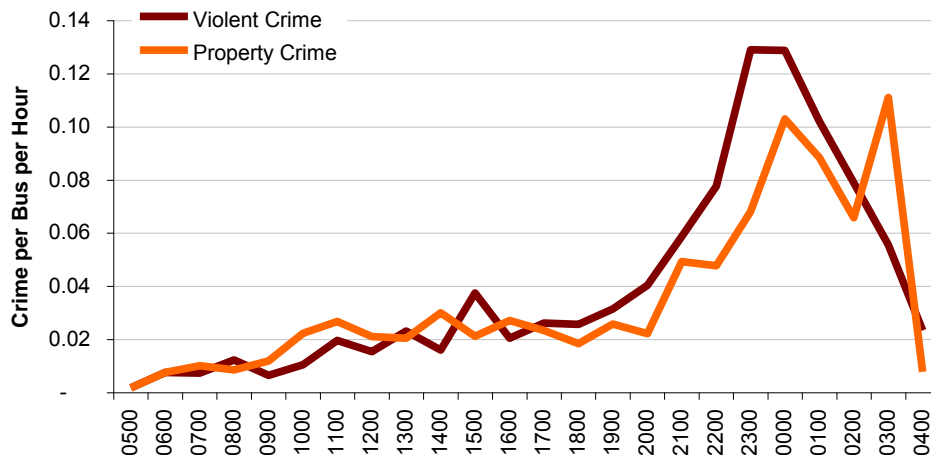
RECOMMENDATION: CONTINUE TO IDENTIFY OPPORTUNITIES TO TRAIN TRANSIT POLICE OFFICERS IN THE ART OF BEAT POLICING.

- 4.75 Foot beat policing is a hallmark of policing in general and transit policing in particular. However, proper beat policing is an art that requires discipline, confidence and self-direction.
- 4.76 Transit Police should implement a comprehensive beat policing training program for Transit Police officers. This beat policing training program would reinforce the beat policing skills of lateral hires and develop the skills of new recruits. It would draw on field-tested best practices, strive to promote a crook-catching mindset while highlighting the importance of engaging the public in a positive manner. Upon completion of the Transit Police beat policing training program members should be able to recognize policing opportunities along their beat, develop street-level crime intelligence and establish meaningful contacts among merchants, street people and transit users.
- 4.77 The theoretical component of the training should take the form of classroom presentations covering all the key strategic, practical and legal considerations commonly associated with beat deployment. The applied component of the training should include hands-on field exercises and real-life scenarios. Joint projects or field exercises with the VPD Beat Enforcement Team, other VPD beat teams or RCMP beat teams should be incorporated to the training curriculum in order to provide additional realistic learning and mentoring opportunities. At the time this report was written, Transit Police officers had already

attended two separate beat policing training sessions offered by the VPD.

RECOMMENDATION: TARGET PROBLEM BUSES AND BUS ROUTES BETWEEN 0200 AND 0400 HOURS.

- 4.78 As illustrated by the following graph, the property crime rate on buses peaks after the SkyTrain closes, between 0300 and 0400, just as bars and nightclubs in Downtown Vancouver are closing. This supports the idea that passengers relying on NightBus routes and other night-time buses are more vulnerable or potentially more disruptive than the average daytime bus crowd.

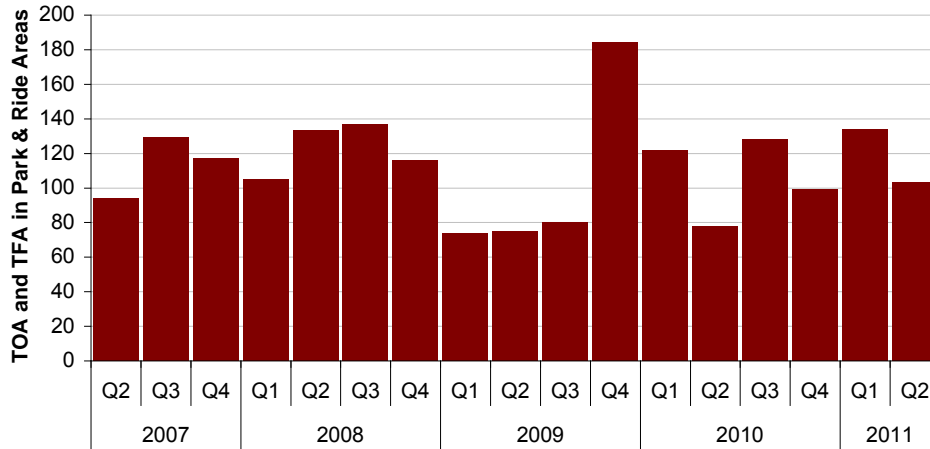


- 4.79 Since the SkyTrain system shuts down every night around 0200 hours, night shift Constables would be available to be deployed on buses between 0200 and 0400 hours. The Transit Police should rely on these night shift Constables to provide a sporadic but visible police presence along NightBus routes. This police presence could take the form of random bus boardings, a mobile vehicle escort following a bus, random patrols along problem routes or a fixed-post stake-out near a strategically located stop.
- 4.80 The day-to-day NightBus deployment strategy should be intelligence-guided and driven by the analysis of the Crime Analysis Unit. In particular, the Crime Analysis Unit should be called upon to assess what route(s) should be targeted, at what time and for what purpose. Patrol Sergeants and Watch

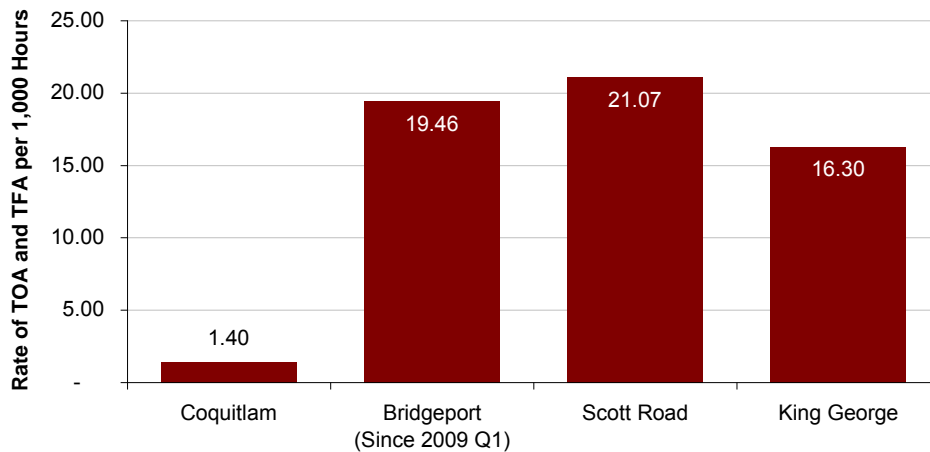
Commanders should then be responsible to report back on the actions that were taken and the results that were achieved.

FINDING: VEHICLE-RELATED CRIME AT PARK & RIDE LOCATIONS PEAKS DURING DAYTIME HOURS. THIS IS CONSISTENT WITH THE IDEA THAT VEHICLES PARKED FOR PREDICTABLE PERIODS OF TIME ARE VULNERABLE CRIME TARGETS.

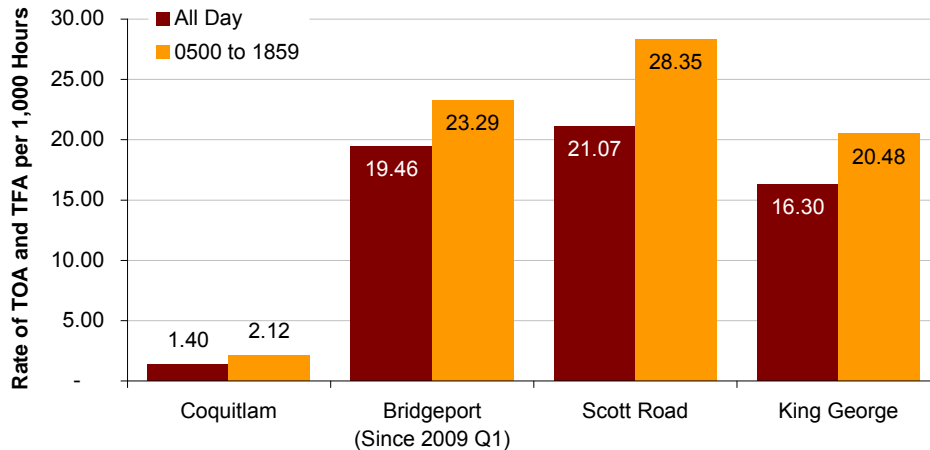
- 4.81 TransLink manages several Park & Ride lots located along the SkyTrain corridor and close to major bus loops or transit hubs. The four largest Park & Ride areas in terms of capacity are at Coquitlam Station (614 parking spaces), King George Station (815 spaces), Bridgeport Station (1,200 spaces) and Scott Road Station (1,563 spaces). The Bridgeport facility is shared with the River Rock Casino Resort and opened in late 2009.
- 4.82 Park & Ride lots are intended primarily for daytime commuters who park their vehicles in the morning, ride the SkyTrain or the bus to work and return to collect their vehicles at the end of the day. Commuter vehicles parked for long, predictable periods represent inherently soft targets for criminals.
- 4.83 Securing Park & Ride lots is strategically important as transit customers could be turned away from public transit if they believe their vehicle will be stolen or vandalized while parked or if they generally feel unsafe when walking to or from their vehicles.
- 4.84 Between the second quarter of 2007 and the second quarter of 2011 inclusively, 1,900 thefts of vehicles (TOAs) and theft from vehicles (TFAs) were reported within or just around the four largest Park & Ride locations. Taking into account that the Canada Line only opened in late 2009, this amounted to roughly one vehicle-related theft every 17 hours or 58 thefts every 1,000 hours on average.
- 4.85 The following graph illustrates how vehicle-related thefts evolved since the second quarter of 2007. Although it did coincide with the opening of the Canada Line, the jump in the fourth quarter of 2009 cannot be attributed solely to the Bridgeport facility because a similar increase was also observed at the Scott Road and King George Park & Ride facilities during the same quarter. The Park & Ride data does not include recovered vehicles stolen in other jurisdictions.



- 4.86 As illustrated by the following graph, the average vehicle-related crime rate was much higher at the Scott Road, King George and Bridgeport locations.



- 4.87 As illustrated by the following graph, the crime situation was also generally worse during the day from 0500 to 1900 hours. This is not unexpected since Park & Ride facilities are intended to be used primarily by daytime commuters who park their vehicles in the morning and return to collect them at the end of the day.



4.88 For comparison purposes, less than 11 property crimes per 1,000 hours are reported around SkyTrain stations on average. This means that the rate of vehicle-related thefts in Park & Ride facilities outnumber the property crime rate around SkyTrain stations by a factor of roughly two on average.

4.89 Since Park & Ride facilities are intended primarily for commuters and transit users, the Transit Police could play an important crime prevention role around these facilities.

RECOMMENDATION: TARGET PARK & RIDE AREAS BETWEEN 0500 AND 1900 HOURS.

4.90 In order to effectively patrol Park & Ride areas, Transit Police should consider relying on bicycle patrol units, and partner with jurisdictional police agencies and Transit Security to coordinate prevention efforts. Assistance could also be sourced from ICBC and IMPACT.

4.91 In particular, the deployment of Transit Police bicycle patrol units could be beneficial between 0500 and 1900 hours. In the context of a Park & Ride parking lot, bicycle patrol units have been associated with several tactical advantages. Riders on police bikes can often see further, hear better, move faster, access isolated points more easily and approach suspects more stealthily compared to either mobile vehicle units or foot patrol units. In April 1995, vehicle thefts dropped substantially after bike patrols were implemented at the Scott Road Park & Ride facility (see *Preventing Auto Theft in Suburban Vancouver Commuter Lots: Effects of a Bike Patrol* by Paul Barclay et al.,

Simon Fraser University). Between February and April 1996, the Metropolitan Atlanta Rapid Transit Authority (MARTA) witnessed a crime drop of 58.3% after it started assigning two-officer bike patrols to a parking lot with 1,473 parking stalls adjacent to a problem station (see *Guidelines for the Effective Use of Uniformed Transit Police and Security Personnel* by the Transportation Research Board, May 1997).

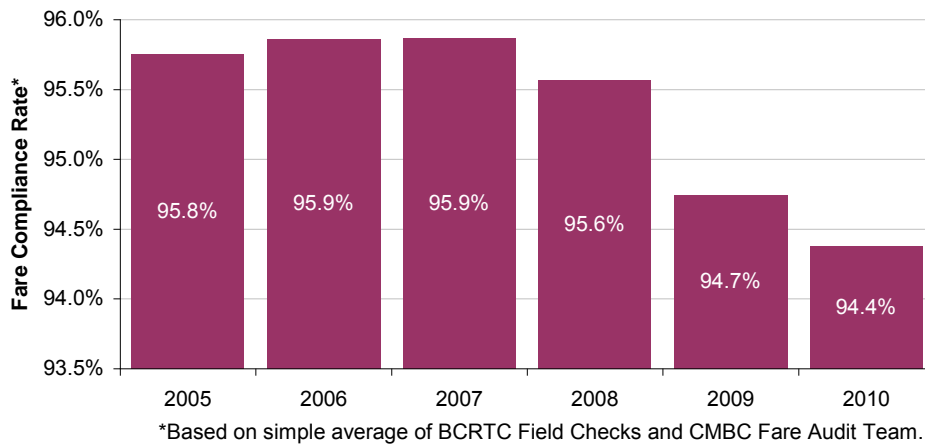
- 4.92 Park & Ride crime is a shared responsibility with jurisdictional police and TransLink Security. The Transit Police should continue to complement the work that Transit Security already does around Park & Ride lots. Since Park & Ride lots are part of the local police jurisdiction, the Transit Police should also work in partnership with jurisdictional police agencies and involve them in any patrol initiative on or around Park & Ride facilities. Joint crime reduction initiatives such as the 2009-2010 CCTV Pilot Project at the Surrey, BC Scott Road Park & Ride should continue to be implemented. The collection and dissemination of Park & Ride crime data is one way Transit Police could take the lead on future joint initiatives with jurisdictional police agencies and TransLink Security.
- 4.93 Since ICBC has an obvious interest in reducing vehicle-related theft, it might be interested to fund at least partially a bicycle patrol initiative in the Park & Ride facilities. The Transit Police should therefore approach ICBC to recover some of the salary or equipment costs associated with such Park & Ride initiatives.
- 4.94 Transit Police has one officer seconded to the Integrated Municipal Provincial Auto Crime Team (IMPACT) it could therefore request some assistance from IMPACT. IMPACT is a team of 22 seconded investigators based in Surrey. Its mandate is to reduce auto crime using innovative strategies such as the Bait Car program. However, the track record of IMPACT at Park & Ride locations has been described as lacking by some Transit Police stakeholders.

Fare Enforcement Strategy

- 4.95 Goal B2 of the 2011-2015 Transit Police Strategic Plan is to “promote compliance with Transit Conduct and Safety Regulation and transit fare requirements”. Passenger travel on the transit system is based on a proof of payment system.

Within fare paid zones, riders must carry a valid fare and produce it upon request. This is important on all modes of transit but it especially valuable on the SkyTrain system because there are currently no gates or employees preventing fare evaders to access the system. The fare paid zone on the SkyTrain is therefore currently based primarily on the honour system. Fare evasion reports consistently show that the fare evasion rate is much higher on the SkyTrain. In 2007, the fare evasion rate estimated by PricewaterhouseCoopers was 1.6% on buses and 5.4% on the SkyTrain.

- 4.96 As illustrated by the following graph, fare compliance rates on the SkyTrain decreased from roughly 95.8% in 2005 to 94.4% in 2010. The graph reflects a simple average between the fare compliance rate reported by BCRTC and the “official” fare compliance rate as measured by the CMBC Fare Audit Team. The data was provided by BCRTC.



- 4.97 The fare paid zone system is critical for the work of Transit Police officers because it creates reasonable grounds to lawfully stop transit users, challenge them and confirm their identity if they do not have the proper fare. Many of these fare checks lead to wanted fugitives with outstanding warrants and the identification of transit users who may be breaching conditions imposed by the court. In 2010, Transit Police arrested 117 individuals with outstanding warrants and 357 breaches (including 257 on the SkyTrain).
- 4.98 Fare compliance is a shared responsibility within the TransLink enterprise. However, Transit Police officers are the only

employee group within TransLink that can issue violation tickets to riders who cannot produce a valid fare. They can also use their discretion and issue a warning and/or entice the rider to pay the proper fare.

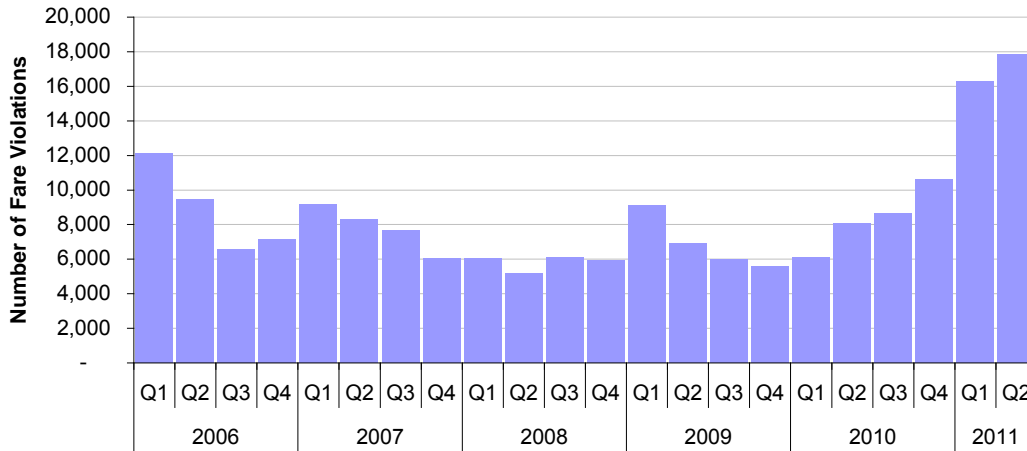
4.99 The tickets issued by the Transit Police are provincial violation tickets and the provincial government collects the associated revenue. In March 2005, the provincial government increased fare evasion fines from \$46 to \$173. TransLink advocated for higher fines to create a greater deterrent to fare evasion. As demonstrated by the Transit Police Board report on fine collection dated February 25, 2008 (report no. 2008-07), the higher fine may have contributed to reduce slightly the rate of payment.

4.100 The latest fare enforcement trends are summarized in the following findings.

FINDING: THE AMOUNT OF FARE ENFORCEMENT FELL IN 2006, REMAINED FLAT FROM THE LAST QUARTER OF 2006 TO THE LAST QUARTER OF 2009 AND INCREASED IN 2010.

4.101 Between 2006 and the first quarter of 2011, Transit Police officers recorded a total of more than 157,000 fare enforcement violations for an average of 82 violations per day.

4.102 As illustrated by the following graph, fare enforcement varied considerably on a quarterly basis. It dipped two consecutive years in 2007 and 2008 but it increased in 2009 and has been increasing steadily since the beginning of 2010. The number of fare violations doubled between the third quarter of 2010 and the first quarter of 2011.

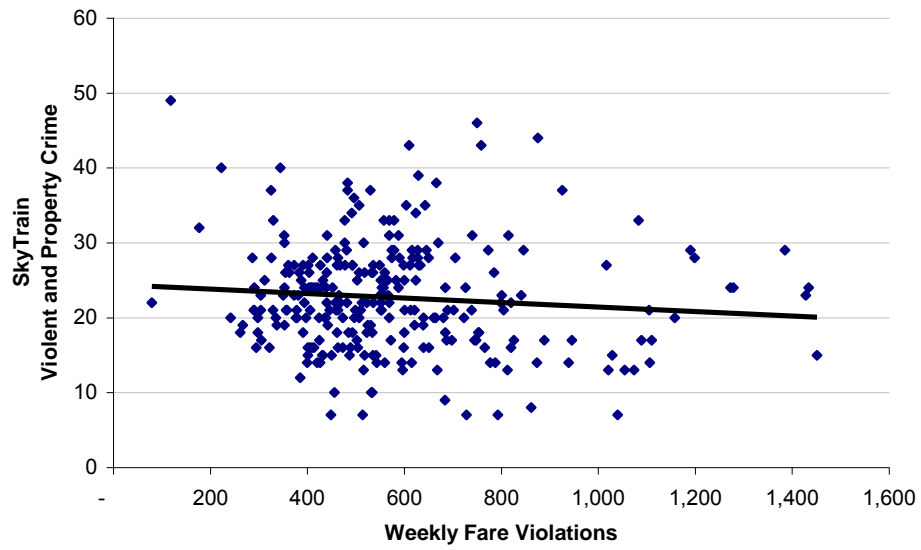
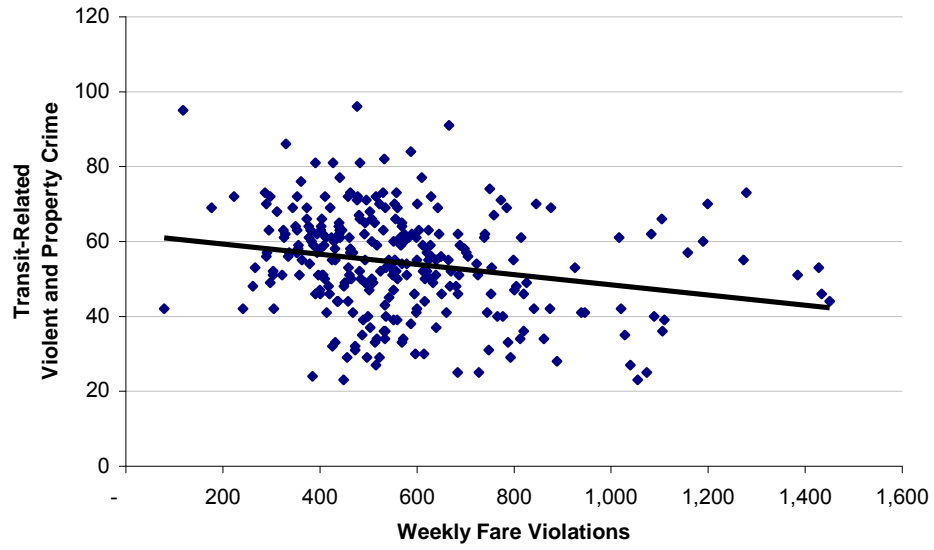


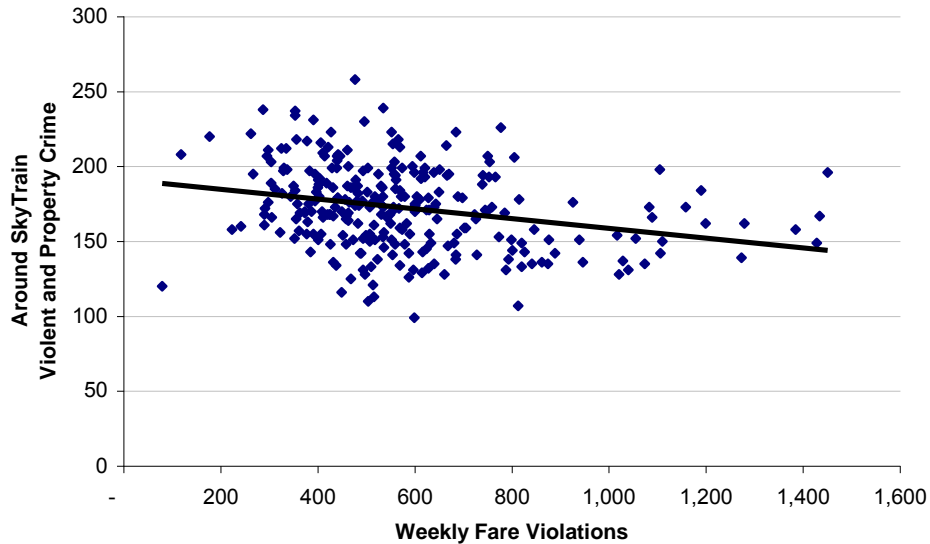
4.103 In the second quarter of 2011, Transit Police recorded an average of 196 fare violations per day. Although this represented an all-time high in absolute terms, the first quarter of 2006 remains the most prolific quarter ever after adjusting for the number of Transit Police officers.

4.104 The expectation established by the incoming Acting Chief Officer in the first quarter of 2011 was a target of eight documented transit violations per officer per shift. This output rate should yield a total of at least 30,000 tickets per quarter, even after accounting for planned leave, unplanned absences and vacancies.

FINDING: INCREASED POLICE ACTIVITY AS MEASURED THROUGH FARE ENFORCEMENT IS INVERSELY CORRELATED WITH TRANSIT-RELATED CRIME AND DISORDER.

4.105 The following graphs illustrate the relationship between fare enforcement and combined violent and property crime. The first graph shows the relationship between the weekly number of fare violations and transit-related crime. The second graph shows the relationship between weekly fare enforcement and crime specifically on the SkyTrain. The third graph shows the relationship between the weekly number of fare violations and crime around SkyTrain stations.





- 4.106 As indicated by the downward sloping trend lines, fare enforcement tends to have an inverse relationship with transit-related crime. This would be consistent with the idea that an active police presence on the transit system (as measured through fare enforcement) can effectively deter criminals, prevent crime and reduce disorder on the transit system.
- 4.107 Such empirical results are not surprising. First, fare enforcement is a highly visible form of policing because it implies some direct interaction with a large number of transit passengers. This kind of visible policing can create a deterrence effect and drive criminals outside the transit system. Secondly, every fare enforcement contact that results in a fare violation is an opportunity for Transit Police officers to conduct what essentially becomes a street check. This means officers can often identify criminals and arrest those with outstanding warrants or breached conditions. This incapacitation effect contributes to keep active criminals away from the transit system.
- 4.108 Regression analysis confirms that there is a statistically significant relationship between fare enforcement (as measured by the weekly number of recorded fare violations) and the level of transit-related violent crime and disorder (as measured by the weekly number of incident reports).
- 4.109 Ultimately, the data shows that 500 fare violations on a weekly basis coincide on average with a reduction of 4.2 transit-related violent crimes (including 2.2 on the Expo/Millennium Line

alone), 3.7 transit-related property crimes (including 1.0 on the Expo/Millennium Line alone), 3.8 transit-related disturbances, 5.9 violent crimes around the SkyTrain and 13.9 property crimes around the SkyTrain. The regression model and the detailed regression results are presented in the appendix.

- 4.110 All these empirical results confirm that fare enforcement can contribute to make a significant difference both on and around the transit system. In particular, there seems to be a significant short-term correlation between fare enforcement and transit-related crime and disorder. This supports the idea that fare enforcement is a valid crime prevention technique and an effective crime deterrent on and around the transit system. It also shows that visible policing can make a difference.

FINDING: FARE GATES MAY REDUCE THE NEED FOR FARE ENFORCEMENT BUT COULD CREATE DISORDER ISSUES OUTSIDE FARE PAID ZONES.

- 4.111 TransLink's new fare gates are expected to increase the security of the transit network by acting as physical barriers for people who try to enter the system without payment. The gates will allow transit users to pass only after they have paid and scanned their electronic Compass Card.
- 4.112 When they are in place in 2013, fare gates should make fare evasion on the SkyTrain more difficult. As a result, they should reduce the need for fare checks and fare enforcement by Transit Police. However, they will not eliminate the need for a police presence on the SkyTrain. Proactive beat policing will still be required on the SkyTrain to ensure the safety and security on and around the system.
- 4.113 If TransLink realizes its vision of creating a safe haven for the travelling public, ridership might increase which could offset the reduced need for fare enforcement. That being said, fare gates should free up Transit Police officers and allow them to conduct more intelligence-guided initiatives and proactive investigations.
- 4.114 As suggested by pedestrian simulation models and queuing models developed by Steer Davies & Gleave for TransLink, fare gates will likely slow down the movement of passengers through SkyTrain stations. This might cause pinch points and bottleneck problems during peak times. In turn, such bottlenecks could create hostility among commuters and disorder outside fare paid

zones. The Compass Card system will exacerbate the congestion problem because transit riders will also have to tap out before they exit the station. This might increase the need for Transit Police patrols outside the fare paid zones and around SkyTrain stations.

Specialty Units

- 4.115 The three full-time specialty functions that currently remain in the Operations Division are the Crime Reduction Unit, the Crime Analysis Unit and the sworn Intelligence Officer position. Transit Police also has seconded officers to the Integrated Gang Task Force (IGTF) and the Integrated Municipal Provincial Auto Crime Team (IMPACT).
- 4.116 Other specialty units like the STAR Team, the TLCO program and the Graffiti Coordinator position were previously eliminated and the associated positions were reassigned to regular patrol functions. The Project Team did not find sufficient evidence via existing business cases, the qualitative data collected through interviews and the available crime data demonstrating that these functions should be revived and the status quo is therefore recommended.
- 4.117 The findings and recommendations below relate to the Crime Reduction Unit, the Crime Analysis Unit, the Intelligence Officer position and the secondment positions in IGTF.

FINDING: THE CRIME REDUCTION UNIT PLAYS A PIVOTAL INVESTIGATIVE ROLE AND PROVIDES USEFUL PLAINCLOTHES PATROL AND COVERT SURVEILLANCE CAPABILITIES WITHIN TRANSIT POLICE.

- 4.118 The Crime Reduction Unit is a full-time plainclothes unit staffed by one Sergeant and seven Constables who typically work during the day Monday to Thursday. Crime Reduction Unit assignments are limited to a one-year term with a possible one-year extension for the Sergeant.
- 4.119 The Crime Reduction Unit is equipped with covert surveillance equipment and has access to a fleet of four covert vehicles. These covert vehicles are intended to blend into traffic and are not readily identifiable as police vehicles.

- 4.120 The Crime Reduction Unit was initially created to take on protracted or complex patrol investigations. In practice, it is primarily responsible for conducting plainclothes patrol, plainclothes investigations, static surveillance, foot surveillance, mobile surveillance and undercover operations on and around the SkyTrain. The Crime Reduction Unit targets specifically prolific offenders and specific policing problems impacting the safety and security of the transit system.
- 4.121 In accordance with the MOU with jurisdictional police agencies, Transit Police should notify the jurisdictional Watch Commander when conducting plainclothes or surveillance operations. Reciprocally, jurisdictional police agencies are expected to notify the Transit Police Watch Commander when conducting plainclothes operations on or around transit property. The Crime Reduction Unit therefore coordinates surveillance operations and investigations with jurisdictional police.
- 4.122 Transit Police surveillance targets are identified and prioritized based on intelligence provided by crime analysts, follow-up investigations, tipsters, other police agencies and other law enforcement partners. The activities and investigative successes of the Crime Reduction Unit are reported in the form of quarterly reports.
- 4.123 The Crime Reduction Unit tends to target primarily sexual offenders, other low to medium risk violent crime offenders, property crime offenders and drug dealers. In the past few years, the work of the Crime Reduction Unit led to or contributed to the identification and often the arrest of several sexual offenders preying on transit users, especially female customers (e.g. GV2009-6953, GV2009-10478, GV2009-11142, GV2010-724, GV2010-1063, GV2010-6285, GV2010-7605 and GV2010-7971). The Crime Reduction Unit has also handled some transit-related fraud cases but its level of involvement and the level of success it achieved in each case varied.

FINDING: THE CRIME ANALYSIS UNIT PLAYS A PIVOTAL ROLE WITHIN THE CRIME ANALYSIS AND CRIMINAL INTELLIGENCE FRAMEWORK OF THE TRANSIT POLICE.

- 4.124 The Transit Police Crime Analysis Unit consists of two civilian analysts. The first Crime Analyst was hired in early 2007. A second Crime Analyst was hired in 2010.

- 4.125 The Crime Analysis Unit reviews Transit Police case files and transit-related files from other police agencies with the objective of studying and reporting what is happening where. The Crime Analysis Unit monitors active offenders and tracks their movements and actions. It disseminates weekly intelligence bulletins and compiles special intelligence reports on request (e.g. Youth Intelligence Bulletin).
- 4.126 When necessary, the Crime Analysis Unit will analyze CCTV video footage from the SkyTrain with the goal of extracting pictures of suspects or other useable evidence. Many of these pictures are then used to produce "suspect for ID" (wanted) posters. These posters are forwarded internally within Transit Police, externally to other police agencies or sometimes to Crime Stoppers.
- 4.127 The Crime Analysis Unit took over as the Transit Police liaison for the Integrated National Security Enforcement Team (INSET) after the Transit Police secondment to INSET ended. The Crime Analysis Unit contributes one or two reports on average per week to the RCMP Suspicious Incident Reporting (SIR) system. The SIR system was launched in April 2008 and it allows stakeholders Canada-wide to file suspicious incident reports related to critical infrastructure targets such as transit systems and oil pipelines. The information is stored in a secure central database and reviewed regularly by RCMP intelligence analysts who look for linkages and possible investigative avenues. When required, the Crime Analysis Unit also collects CCTV video footage on behalf of INSET. When appropriate, the Crime Analysis Unit can also liaise with the RCMP Provincial Intelligence Centre, an intelligence fusion centre that can provide valuable actionable intelligence.
- 4.128 Both analysts provide valuable investigative support services. Crime Analysis Unit work products appear to be timely, comprehensive and thorough. Several Transit Police arrests were triggered directly or indirectly by the work of the Crime Analysis Unit. Internally, the analysis and intelligence provided by the Crime Analysis Unit was instrumental in stopping a series of auto thefts in Surrey and a dial-a-doping operation around Edmonds Station. Externally, the specialized expertise of the Transit Police Crime Analysis Unit was called upon by the RCMP Integrated Counterfeit Enforcement Team, the Burnaby RCMP Robbery Section and the VPD Youth Services Unit among others.

FINDING: THE INTELLIGENCE OFFICER POSITION PROVIDES SPECIALIZED EXPERTISE PRIMARILY IN THE AREAS OF SOURCE MANAGEMENT AND CRIMINAL INTELLIGENCE.

4.129 The Transit Police Intelligence Officer position was created in June 2009. The Intelligence Officer provides specialized expertise and maintains a liaison function in the areas of source management, informant handling, criminal intelligence and at-risk youths. The Intelligence Officer oversees the coding of confidential informants, disseminates source information, liaises with Crime Stoppers and coordinates national security alerts throughout Transit Police.

4.130 The Intelligence Officer works closely with the Crime Reduction Unit and the Crime Analysis Unit with the objective of identifying high-value surveillance targets, monitoring criminals active on the transit system and targeting prolific offenders.

RECOMMENDATION: REITERATE THE IMPORTANCE OF COUNTER-TERRORISM INTELLIGENCE WITHIN THE MANDATE OF THE TRANSIT POLICE INTELLIGENCE OFFICER.

4.131 15 (1) [REDACTED]

4.132 15 (1) [REDACTED]

4.133 The Intelligence Officer should also play a leadership role within Transit Police and TransLink by implementing counter-terrorism initiatives, developing internal information sharing protocols and contributing to prevention campaigns.

RECOMMENDATION: ASSESS THE RELEVANCE OF THE EXISTING CRIME ANALYSIS PRODUCTS AND PRIORITIZE THE CRIME ANALYSIS REPORTS DISSEMINATED THROUGHOUT TRANSIT POLICE.

4.134 The Crime Analysis Unit should continuously ensure that the crime intelligence it generates is relevant, useful and actionable for frontline Transit Police officers.

4.135 With this objective in mind, the Crime Analysis Unit should assess the value and reconsider the relevance of its existing crime analysis reports and bulletins. Due to the abundance of intelligence collected by the Crime Analysis Unit, internally and by way of jurisdictional police agencies, there is a need for a critical review and prioritization prior to dissemination. Some Transit Police members expressed that at times they are inundated with intelligence. It would be beneficial for the Crime Analysts to prioritize and do risk-based dissemination of intelligence for the officers. In particular, each crime analysis report or bulletin should be reviewed and vetted to ensure the priority is on transit-related intelligence relevant for frontline Transit Police officers.

RECOMMENDATION: ADVOCATE FOR THE CREATION OF A PRIME STUDY FLAG TO IDENTIFY, TRACK AND ANALYZE TRANSIT-RELATED INCIDENTS.

4.136 It is mission-critical for Transit Police to track what happens on and around the transit system, including all transit-related police incidents.

4.137 Although location codes already exist for the SkyTrain and buses, a PRIME study flag dedicated to the transit system would contribute to streamline crime analysis and business analysis efforts. A special PRIME study flag would be especially useful to identify transit-related incidents and cases that originated on the transit system but technically occurred elsewhere (e.g. rapist or robber who followed the victim from the bus or SkyTrain to the victim's residence).

4.138 The PRIME study flag would have the potential to be used by Transit Police as well as all jurisdictional police agencies. The Transit Police would be perfectly positioned to advocate for its creation with PRIME-BC.

RECOMMENDATION: FORMALIZE THE GRAFFITI INTELLIGENCE PORTFOLIO WITHIN THE TRANSIT POLICE CRIME ANALYSIS UNIT.

- 4.139 Graffiti is a problem on the transit system. The Transit Police has recognized this and anti-graffiti efforts feature prominently in the 2011-2015 Transit Police Strategic Plan. It is expensive to remove, it creates an atmosphere of lawlessness and it heightens fear among transit users. In 2007-2008, graffiti on buses alone represented an annual cost of roughly \$450,000 for TransLink.
- 4.140 Until February 2011, graffiti cases at the Transit Police were coordinated and overseen by the Graffiti Coordinator, a full-time Transit Police Sergeant considered an in-house subject-matter expert on graffiti. The Graffiti Coordinator was responsible to coordinate graffiti investigations, gather graffiti intelligence and build partnerships with jurisdictional police agencies. There was a large emphasis on community policing but formal graffiti-related criminal charges remained rare.
- 4.141 In February 2011, the Graffiti Coordinator position was eliminated. After the Graffiti Coordinator position was eliminated, the responsibility to compile graffiti intelligence fell on the Transit Police Crime Analysis Unit. However, this new responsibility was never formalized. For example, the Standard Operating Procedure for Graffiti and Vandalism (SOP025) still refers to the Graffiti Unit Sergeant.
- 4.142 Goal B4 in the 2011-2015 Transit Police Strategic Plan is to "strengthen anti-graffiti prevention and investigation." To help Transit Police realize this goal, the mandate of the Crime Analysis Unit should be reviewed and updated if required to include specifically the collection, tracking and dissemination of graffiti intelligence. The coordination of all graffiti and vandalism-related intelligence should become a key portfolio within the Crime Analysis Unit. In particular, the Crime Analysis Unit should systematically analyze graffiti and vandalism reports with the objective of tracking active taggers, analyzing the *modus operandi* and identifying emerging trends.
- 4.143 When appropriate, the Crime Analysis Unit should rely on the in-house expertise of the previous Graffiti Coordinator. If possible, the previous Graffiti Coordinator should train the analysts in the

Crime Analysis Unit. This informal in-house training should be complemented by formal courses and conferences if possible.

- 4.144 The Crime Analysis Unit should ensure that all the relevant graffiti intelligence is collected in one centralized location, analyzed and then disseminated both internally and externally through PRIME. This would ensure that all the relevant graffiti intelligence is stored in one central location and it would prevent the duplication of efforts. It would also ensure that the entire law enforcement community has access to the most current and the most comprehensive crime data available.
- 4.145 As the current supervisor of the Crime Analysis Unit and the previous supervisor of the Graffiti Coordinator, the Operations Staff Sergeant would also be uniquely positioned to pursue partnerships with other agencies (e.g. CN Police, BCRTC), explore possible anti-graffiti strategies and drive anti-graffiti awareness campaigns. This would include championing the Transit Anti-Graffiti Strategy (TAGS) throughout the TransLink family or supporting the in-house training efforts of TransLink.

RECOMMENDATION: ENSURE THAT ALL FRONTLINE OFFICERS CAN CONDUCT EFFECTIVE GRAFFITI AND VANDALISM INVESTIGATIONS.

- 4.146 A key supporting strategy under Goal B4 in the 2011-2015 Transit Police Strategic Plan is to collaborate with jurisdictional police to enhance internal graffiti expertise and investigation outcomes. In order to effectively deter or investigate graffiti, all frontline Transit Police officers should receive specialized training. They should all gain the expertise necessary to identify tags, recognize *modus operandi*, browse through the available graffiti intelligence and track down suspects.
- 4.147 To ensure graffiti investigations are productive and suspects are charged when appropriate, all frontline officers should be familiar with the applicable reporting procedures and investigative options. In particular, officers should be encouraged to leverage as much as possible the forensic video evidence made available with the implementation of CCTV cameras on buses and trains.

RECOMMENDATION: DEVELOP AND IMPLEMENT A COMPSTAT-LIKE REPORTING PROCESS TO ENSURE CRIME PROBLEMS IDENTIFIED BY THE CRIME ANALYSIS UNIT ARE FOLLOWED UP ON.

- 4.148 The Transit Police should formalize the process it currently uses to hold people accountable for disorder issues and crime problems on and around the SkyTrain or the rest of the transit system. This formal process should track and assess what problems were identified, what efforts were made, what actions were taken and what results were obtained.
- 4.149 Whenever an actionable crime hot spot or crime trend is identified by the Crime Analysis Unit, Watch Commanders should ensure that the patrol units they supervise act on the intelligence and report back on their tactics. Watch Commanders should be encouraged to adapt deployment patterns along the SkyTrain corridor guided by documented crime areas, hot spots and problem stations. Results should be reported and documented. If no action has been taken to address the crime trends identified by the Crime Analysis Unit, an explanation should be documented.
- 4.150 Similarly, whenever an actionable crime alert or intelligence bulletin is produced by the Crime Analysis Unit, the Operations Staff Sergeant should ensure that the Crime Reduction Unit act on the intelligence and report back on its tactics. The Operations Staff Sergeant will then be able to document and report back the results to the Operations Inspector and the Deputy Chief Officer commanding the Operations Division.
- 4.151 This CompStat-like reporting process would ensure that attempts have been made to address known crime problems on the transit system. It would highlight outstanding issues as well as document crime intelligence that was not followed up on. An internal feedback loop would ensure that the crime intelligence is acted upon. Ultimately, it would also highlight what intelligence-guided strategies were most effective and it would allow Transit Police to demonstrate it is achieving its crime reduction goals.

RECOMMENDATION: STREAMLINE OPERATIONAL BRIEFINGS.

- 4.152 At the beginning of their shifts and before special events, frontline Transit Police officers need to know who they will work with, where they will be assigned, what they will be expected to

do, what they should look for and what they could expect to encounter during their shift. In order to do their job safely and effectively, officers need direct, relevant, confirmed and current intelligence.

- 4.153 Currently, some patrol briefings are not achieving all these objectives. Some superfluous information appears to be shared with officers while other valuable information is missed.
- 4.154 Patrol briefings should be streamlined and standardized with the objective of improving the information flow to operational members. Each patrol shift should start with a formal briefing where the most mission-critical information is passed along.
- 4.155 The Crime Analysis Unit should be involved in the preparation of briefing packages. Briefing packages should contain regular feedback data on operational performance, including crime trends and fare enforcement results, as well as event specific details. When possible, briefing packages should be reviewed and vetted by the Watch Commander and the immediate supervisor for relevance and accuracy.

RECOMMENDATION: WORK WITH TRANS LINK TO MEASURE TRANSIT POLICE VISIBILITY USING THE MYSTERY SHOPPER PROGRAM.

- 4.156 TransLink relies on a Mystery Shopper program to assess the quality of the customer service provided on the SkyTrain and on buses. This Mystery Shopper program relies on “undercover” reviewers or mystery shoppers who survey and report back on how well TransLink employees are doing.
- 4.157 In the case of Transit Police officers, mystery shoppers are asked to report what Transit Police officers do, what they say, how they interact with transit users, how they make their presence known, etc. During the interview stage, many Transit Police employees highlighted the positive feedback Transit Police was receiving from Mystery Shopper reports.
- 4.158 Mystery Shopper reports have consistently rated Transit Police very positively. However, Mystery Shopper scores may not provide a comprehensive or even a realistic assessment of the actual customer experience provided by Transit Police because they do not factor in police visibility and police availability on and around SkyTrain platforms. For example, less than 10% of

all mystery shoppers reported seeing a Transit Police officer between January and May 2011 inclusively but Transit Police still received a perfect score on the Mystery Shopper report.

4.159 The Mystery Shopper program should be adjusted to account for and measure Transit Police visibility along the SkyTrain corridor. Transit Police should work with Translink to improve the Mystery Shopper program to ensure the data being captured via the Mystery Shopper program is relevant and actionable. The goal would be to track how Transit Police visibility varies between zones and how it evolves across time. Of course, the target baseline and the methodology for the Mystery Shopper program should take into account the limited resources of Transit Police. For example, the Mystery Shopper could focus specifically on certain stations, depending on the priorities of Transit Police.

4.160 Key Mystery Shopper indicators could include the percentage of mystery shopper trips where at least one uniform Transit Police officer was seen and the average time before a uniform Transit Police officer was seen along the mystery shopper's journey. These quality assurance measures combined with the existing ones could then be used to track more accurately how well the Transit Police is accomplishing its goals in relation to customer service and visible police presence. Goal A1 in the 2011-2015 Transit Police Strategic Plan is to "deliver a comprehensive policing approach" and the top strategy under this goal is to "focus on public and transit staff interactions."

RECOMMENDATION: MAINTAIN ONE FUNDED SECONDMENT POSITION IN IGTF BUT BRING BACK THE NON-RECOVERABLE IGTF POSITION.

4.161 The Integrated Gang Task Force (IGTF) is an elite gang crime unit made up of roughly 60 officers and 13 support personnel from the RCMP, Vancouver Police, New Westminster Police, Abbotsford Police, Delta Police and West Vancouver Police. Its mandate is to target, investigate, prosecute, disrupt and dismantle crime groups that contribute to gang violence or otherwise pose a high risk to public safety.

4.162 In 2009, Transit Police entered into an agreement to second on a cost-recovery basis one full-time officer to the uniformed component of IGTF. A second position was also assigned to IGTF for developmental purposes. The second IGTF position follows a six-month rotation and is funded entirely by the Transit Police.

In exchange, IGTF has committed to regularly patrol transit hot spots and work collaboratively with Transit Police.

- 4.163 The funded IGTF secondment represents a valuable opportunity for Transit Police to develop and retain its best officers by providing them with challenging development opportunities. Secondment opportunities like the IGTF secondment contribute to promote employee engagement and investigative ownership. This is why the funded IGTF secondment should continue.
- 4.164 However, the Project Team did not see any evidence that the non-recoverable IGTF secondment led to any direct operational or investigative benefits for Transit Police. In the absence of a compelling business case for the non-recoverable IGTF secondment, the position should be brought back to Transit Police.

RECOMMENDATION: MAINTAIN THE AGREEMENT WITH THE INTEGRATED LOWER MAINLAND TACTICAL TROOP BUT LIMIT THE NUMBER OF TRANSIT POLICE OFFICERS INVITED TO JOIN.

- 4.165 The Integrated Lower Mainland Tactical Troop is a multi-jurisdictional unit made of 135 part-time members trained primarily to handle crowd control situations and participate in search & canvass operations. Although the RCMP supports the infrastructure, logistical support, training and administrative costs associated with the Tactical Troop, home agencies are responsible for the salary and equipment costs of their own members. Overtime costs are cost-recoverable but on-duty participation in the Tactical Troop is non-recoverable. The overtime costs are the responsibility of the jurisdictional agency where the operational callout occurs.
- 4.166 In May 2009, the Transit Police announced it would assign four members to the Tactical Troop. The one-time equipment costs for the Transit Police were estimated at \$8,000 while the annual on-duty salary costs were expected to reach \$12,000. According to the initial business case, members of the Tactical Troop are required to participate in two 5-day training sessions per year.
- 4.167 As reported in a Transit Police Board report dated May 28, 2009 (Police Board no. 2009-19), the primary benefit of participating in the Integrated Lower Mainland Tactical Troop is an enhanced level of tactical training techniques gained by participating

members. This knowledge can then be transferred to other Transit Police members and utilized to respond to crowds and public disorder on and around the transit system. Since benefits associated with the Integrated Lower Mainland Tactical Troop are likely to outweigh the limited costs, the Transit Police could continue to participate in the unit. However, the number of Transit Police officers invited to join the Tactical Troop should be limited in order to limit equipment costs, on-duty salary costs and ensure Transit Police operational requirements continue to be met.

RECOMMENDATION: IDENTIFY OTHER MENTORSHIP AND DEVELOPMENT OPPORTUNITIES FOR FRONTLINE MEMBERS.

- 4.168 The need to provide development opportunities and challenges to frontline Transit Police members was a recurring theme during the interview stage. Transit Police officers feel they need more challenges and more opportunities to develop operational and investigative skills.
- 4.169 In order to provide interesting challenges and development opportunities to its frontline members (especially younger recruits), the Transit Police should establish partnerships and exchange programs with jurisdictional police agencies. In each case, promising and talented Transit Police officers would have the opportunity to work in an area they are interested in while being exposed to specialized investigative skills and strategies that they can bring back to Transit Police. Strategically, partnerships and exchange programs with jurisdictional police agencies would be an effective way to help bridge gaps and reduce friction between agencies. It would contribute to the original Transit Police vision of creating a seamless policing environment.
- 4.170 Mentorship programs could be set up in investigative areas like sex crime investigations, major crime investigations, property crime investigations, drug investigations, vice investigations and technological crime investigations. Exchange programs could also be set up with other beat patrol units. Mentorships and exchange periods should be limited to 6 or 12 months in order to maximize the number of Transit Police officers who can participate in these unique opportunities.

5. Administration

- 5.1 OBJECTIVE 3 in the Project Plan was to review the administrative structure of the Transit Police.
- 5.2 This section discusses the financial framework, the human resources framework and the fleet of the Transit Police. Each area is assessed with a view towards financial accountability and business performance. Findings and recommendations are provided for each area.
- 5.3 The Professional Standards Unit, the Training & Recruiting Unit, Facilities, Stores, Informatics (also known as Information Management) and the IT Unit were left out of scope.

Shared Services

- 5.4 At the beginning of the project, the Project Team was informed that the IT was being considered as a potential shared service between Transit Police and TransLink. The opinion of the Project Team is that IT would be better suited to be reviewed separately as part of a joint TransLink/Transit Police Shared Services Review, including an in-depth review of IT staffing, IT functions and IT security.

RECOMMENDATION: CONDUCT A JOINT TRANS LINK/TRANSIT POLICE IT SHARED SERVICES REVIEW.

- 5.5 As stated in the 2011 Transit Police Risk Matrix, “while the economies that can be recognized through a shared services program are obvious, there is concern that it will negatively impact the level of service Transit Police currently enjoys and that its members and community expect.”
- 5.6 In order to “to align appropriate services while maintaining service levels at appropriate standards” and “establish a common understanding of the goals of shared services”, the Transit Police and TransLink should assemble a joint team of managers and analysts to review the feasibility and potential business impact of shared IT services.
- 5.7 The Review Team should be comprised of at least the following specialists or their delegates: TransLink IT Director, TransLink IT Security Manager, Transit Police IT Manager and Transit

Police Risk Coordinator. At least one sworn representative should also be invited to participate in the review. PRIME-BC representatives could serve as an external resource.

- 5.8 The Review Team should be asked to report back to the TransLink Chief Operating Officer and the Transit Police Chief Officer on the IT needs of Transit Police, TransLink's capacity to meet those needs, the costs and benefits of maintaining an in-house Transit Police IT function as well as the risks and the potential advantages of a shared IT function.

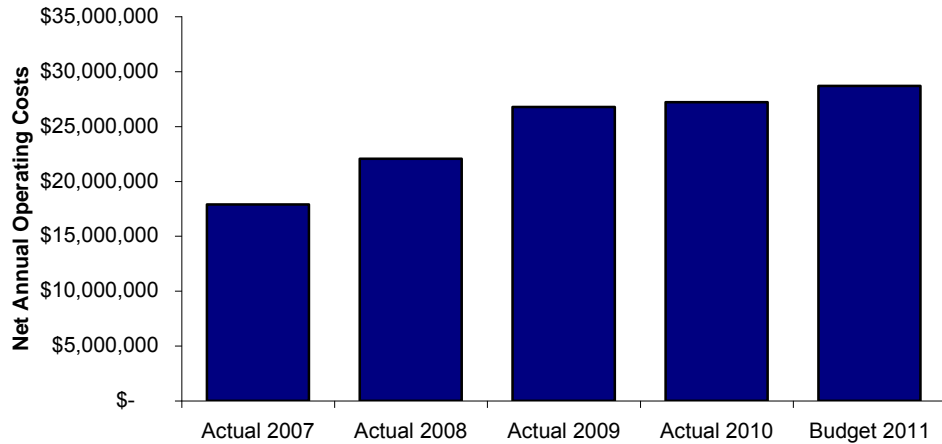
Finance

- 5.9 The Transit Police Finance Section is responsible to coordinate the budget process, track expenditures, forecast budget requirements and monitor the budget situation. It provides regular financial reports to the Chief Officer and the Transit Police Board's Finance Committee. The Finance Section includes payroll services, accounts payable and facilities management.
- 5.10 The fiscal year for Transit Police is aligned with the calendar year. The annual Transit Police budget process involves the following steps:
- Transit Police managers are asked to submit their budget requests for next year. New budget requirements include new initiatives, new equipment, travel and training.
 - In parallel, the Transit Police Board liaises with senior TransLink representatives, obtains a financial mandate and establishes financial targets for Transit Police. These financial targets are passed along to the Transit Police Executive. In 2011, TransLink limited the Transit Police budget increase to an inflation component and a contractual increase component.
 - All budget requests are reviewed, assessed and vetted by the Executive if required. They are then consolidated into a draft budget which is tentatively approved by the Chief Officer and submitted to the Transit Police Board's Finance Committee.
 - The Transit Police Board's Finance Committee reviews the budget and presents it to the entire Transit Police Board.

- Once the budget is approved by the Transit Police Board, it is submitted to the TransLink Executive and the TransLink Board of Directors.
 - The TransLink Board of Directors ultimately approves the Transit Police budget.
- 5.11 During the budget year, the Transit Police Board's Finance Committee is informed when budget funds are reallocated between budget line items. The Transit Police Board is also informed when something could significantly impact a specific line item, new operational capabilities are acquired or Transit Police will be incurring ongoing costs with long-term financial implications.
- 5.12 In the past, TransLink and the Transit Police Board have developed a joint process for setting the Transit Police budget. All issues that have arisen were resolved successfully. However, the Police Services Division has indicated that it would assist to resolve any serious budget dispute. Under section 27(3) of the BC Police Act, the Police Services Division is already responsible for resolving budget disputes between municipal police forces and their funding authority.
- 5.13 Internally, a Finance Advisory Committee is responsible to review business cases and comment on financial decisions. The Committee is responsible for ensuring that budget requests, equipment requests and requests for new positions are supported by a proper rationale and are properly documented.

FINDING: THE TRANSIT POLICE BUDGET LOOKS LIKE A TYPICAL POLICE BUDGET.

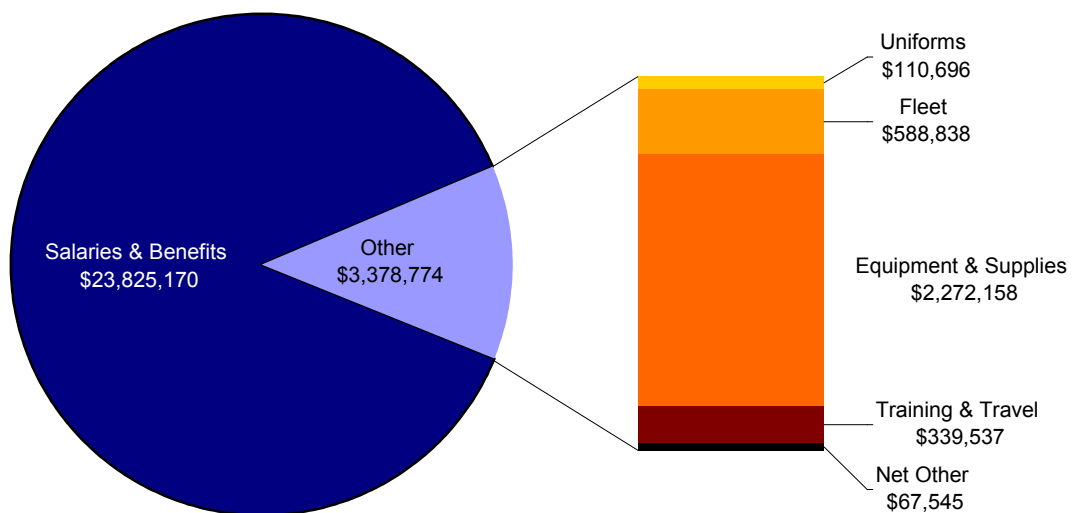
- 5.14 In 2011, the Transit Police budget reached \$28.8 million. The following graph shows how Transit Police operating costs evolved since 2007.



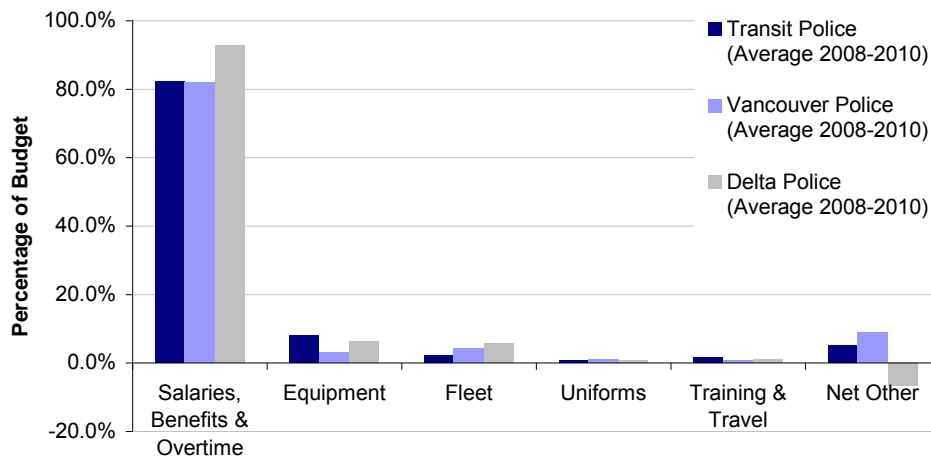
5.15 The large budget increase between 2007 and 2009 reflects a significant growth in Transit Police staffing that accompanied the construction of the Canada Line. Between 2007 and 2009, the authorized sworn strength increased from 121 to 167 while the authorized civilian strength increased from 40.5 to 67.

5.16 As expected, the largest share of the Transit Police budget is directed towards employee salaries (including overtime and benefits). This reflects the fact that policing relies heavily on human capital.

5.17 The following graph shows how the 2010 Transit Police operating costs were divided. Besides salaries, other significant expenditure categories included equipment and fleet.



5.18 Benchmarked against the VPD budget and Delta Police Department, the Transit Police budget reflects a typical police budget. This is illustrated by the following graph. Percentage comparisons ensure that the size of each department does not affect the conclusions. The VPD and Delta Police Department are the only local jurisdictions who responded when they were asked by the Project Team to provide financial data for benchmarking purposes. The Delta Police Department has entered into a special agreement with the Tsawwassen First Nation to provide policing services on a cost-recoverable basis. The negative Net Other category for the Delta Police Department reflects these recoveries.

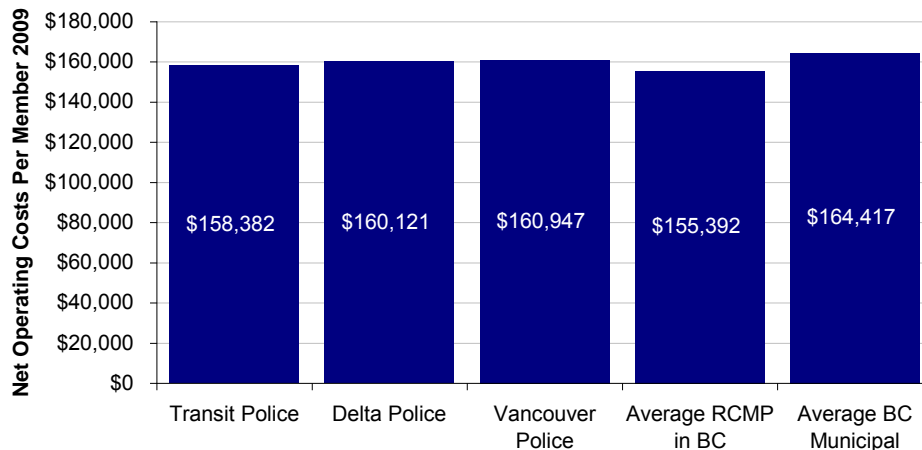


5.19 Compared to the VPD, Transit Police spent relatively less for its fleet because it has fewer vehicles. On the other hand, Transit Police had to spend relatively more on equipment because it acquired radio communication equipment and invested heavily for the Operational Communication Centre. For its part, the VPD has outsourced its radio communication function to E-Comm and it therefore pays an annual levy to E-Comm instead.

FINDING: OPERATING COSTS PER TRANSIT POLICE OFFICER ARE ALIGNED WITH OTHER BC POLICE AGENCIES BASED ON THE 2009 EDITION OF POLICE RESOURCES IN BC.

5.20 With net operating costs of \$26.8 million in 2009 and an authorized sworn strength of 167, Transit Police spent an average of \$158,000 for each sworn officer it was authorized to employ.

- 5.21 As illustrated by the following graph, this was proportional with the net operating costs of many other full-service police agencies as reported in the 2009 edition of Police Resources in BC. Both the VPD and the Delta Police Department had operating costs per officer of approximately \$160,000. Transit Police operating costs were also consistent with the average gross operating costs in local RCMP detachments and other BC municipal police agencies. On average, the gross operating costs per officer were \$155,000 in RCMP detachments and \$164,000 in BC municipal police agencies. Only RCMP jurisdictions with more than 15,000 people are included for analysis purposes. In each case, total costs refer to the actual costs as reported by each municipality.



- 5.22 Considering that Transit Police investigate fewer major crimes and does not maintain its own detention facilities, operating costs could still likely be lower. This is supported by the fact that the West Vancouver Police Department spent only \$11.9 million in 2009 for 81 sworn officers, which represents an average of \$147,000 per officer. In Ontario, the Chatham-Kent Police Service spent only \$24.3 million in 2008 for roughly the same number of sworn officers and civilian employees as Transit Police. The difference in this case was almost \$2.5 million per year or \$15,000 per officer.

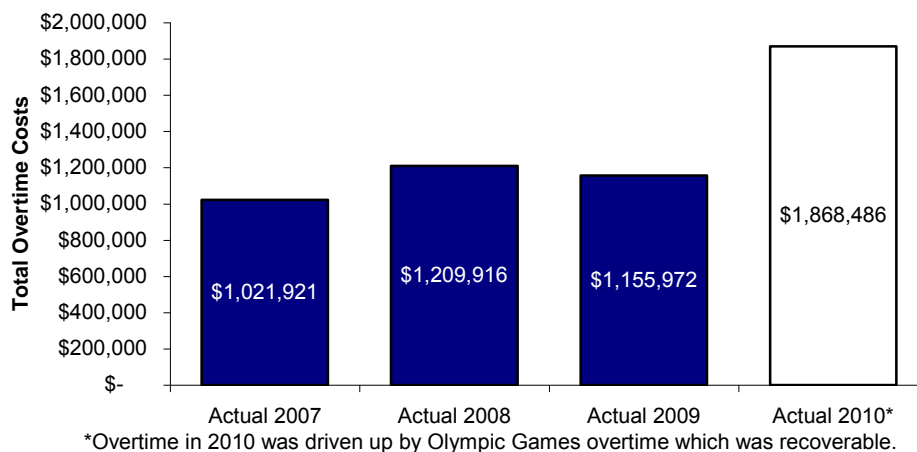
FINDING: SOME CLAUSES WITHIN THE TRANSIT POLICE COLLECTIVE AGREEMENT CONTRIBUTE TO DRIVE UP OPERATING COSTS PER OFFICER BUT TRANSIT POLICE IS LIMITED IN ITS ABILITY TO EFFECT CHANGE.

- 5.23 The 2007-2010 Collective Agreement between TransLink and Local 378 of the Canadian Office and Professional Employees Union (COPE) contains three clauses that contribute to drive up Transit Police operating costs. These clauses include the Reduced Work Week Leave clause (paragraph 10.01 and paragraph 6 in Section P), the Sunday premium (paragraph 10 in Section P) and the overtime premium rates (paragraph 12.01(c)). The COPE Collective Agreement was essentially imposed on the Transit Police but it is not tailored for a policing environment. Unfortunately, because any change to the COPE Collective Agreement has the potential to impact other bargaining units within the entire TransLink family, Transit Police is limited in its ability to effect change.
- 5.24 In accordance with paragraph 6 in Section P of the Collective Agreement, Transit Police officers receive a Reduced Work Week Leave bank of 127.5 hours. This is the same leave entitlement TransLink employees receive in exchange for working 30 additional minutes per day on top of their 7-hour shift, as described in paragraph 10.01 of the Collective Agreement. However, operational Transit Police officers do not work 30 additional minutes per day. In fact, they are paid 2,080 hours per year but are scheduled to work an average of 2,008 hours (i.e. 182.5 shifts of 11 hours each). There is therefore no apparent reason for them to receive 127.5 hours of Reduced Work Week Leave. TransLink and the Transit Police are essentially giving up these 127.5 hours for free. The opportunity cost for the Transit Police is equivalent to roughly \$5,000 per officer or up to \$825,000 overall per year.
- 5.25 In accordance with paragraph 10 in Section P of the Collective Agreement, Transit Police officers who are scheduled to work on Sunday are paid at a rate of 125%. Typically, frontline police officers who work shifts are expected to work on weekends without receiving additional premium because it is an integral part of policing. In exchange for working weekend shifts, they enjoy four consecutive days off after working four on-duty shifts. With up to 65 officers working on Sunday, the Sunday premium could cost the Transit Police more than \$350,000 per year or \$2,000 per Transit Police officer on average.

- 5.26 In accordance with paragraph 12.01(c) of the Collective Agreement, the overtime rate for callouts increases to 225% after nine hours and 300% after 10.5 hours. Since regular patrol shifts at Transit Police are 11-hour shifts, the increased overtime premiums after nine hours simply appear unjustified.
- 5.27 All these unusual clauses embedded in the COPE Collective Agreement contribute to increase overhead costs and reduce the competitiveness of the Transit Police in terms of cost per officer.

FINDING: TRANSIT POLICE OVERTIME COSTS ARE HIGH.

- 5.28 Between 2007 and 2009, annual Transit Police overtime expenditures ranged from \$1 million to \$1.2 million. In 2010, overtime expenditures increased to almost \$1.9 million but the 2010 Olympic Games and the Celebration of Lights drove up overtime costs significantly. Most of the overtime incurred for the 2010 Olympic Games was recovered.
- 5.29 The following graph shows how Transit Police overtime expenditures evolved between 2007 and 2010.

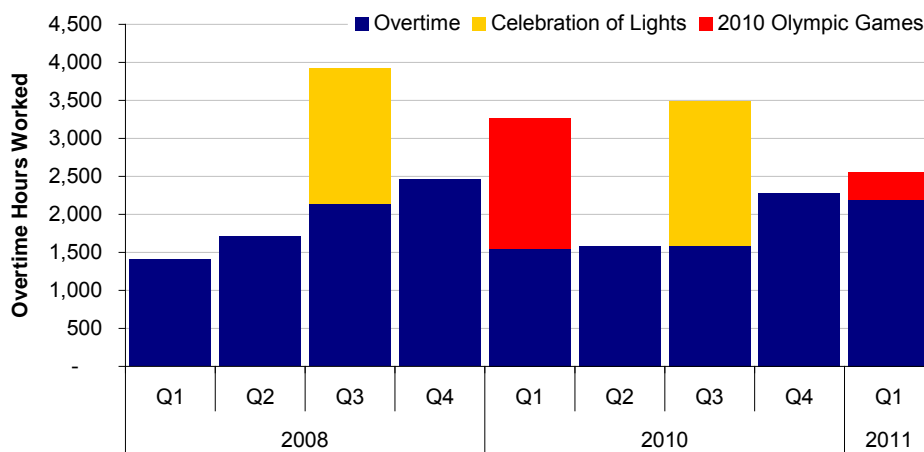


- 5.30 For comparison purposes, \$600,000 in overtime was billed to the entire VPD patrol area in 2009. The VPD patrol area includes 677 sworn officers divided between 46 regular patrol teams, a Mounted Squad and a Marine Unit. Unfortunately, the Project Team only had access to detailed overtime data from the VPD Operations Division so the Project Team was unable to make comparisons with other patrol units or transit police agencies.

- 5.31 Transit Police overtime expenditures amounted to \$6,900 per authorized sworn officer in 2009. By comparison, net VPD overtime expenditures reached \$4.9 million or \$3,700 per authorized sworn officer in 2009. The difference is significant because Transit Police incurs more overtime on a per officer basis even though it is a supplemental police agency and has limited involvement in major crime investigations which are key overtime drivers.
- 5.32 Transit Police overtime appears to be high, even after taking into account the impact of Sunday and shift premiums or the higher overtime rates that apply for Transit Police callouts longer than nine hours. This appears to be a significant concern for TransLink and it may require attention from Transit Police management.

FINDING: TRANSIT POLICE OVERTIME IS DRIVEN BY MINIMUM STAFFING CALLOUTS, EXTENDED TOURS AND TRAFFIC COURT OVERTIME.

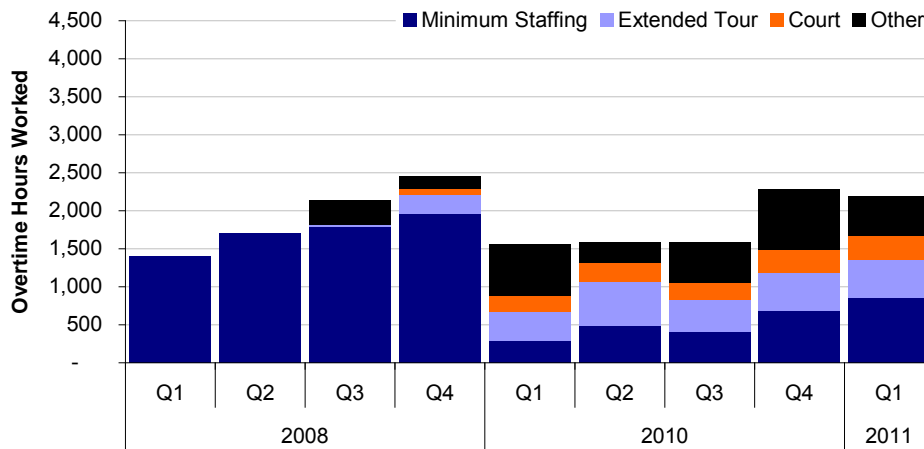
- 5.33 The following graph shows overtime trends for 2008, 2010 and the first quarter of 2011 that were extracted from the in-house Transit Police overtime database. The overtime database did not contain any useable overtime data for 2009 so it could not be analyzed. Recoverable overtime is also excluded from the analysis.



- 5.34 Excluding recoverable overtime, the Celebration of Lights and 2010 Olympic Games, Transit Police officers worked almost 2,000 overtime hours every quarter in 2008, 2010 and the first quarter of 2011. This amounts to 8,000 overtime hours worked

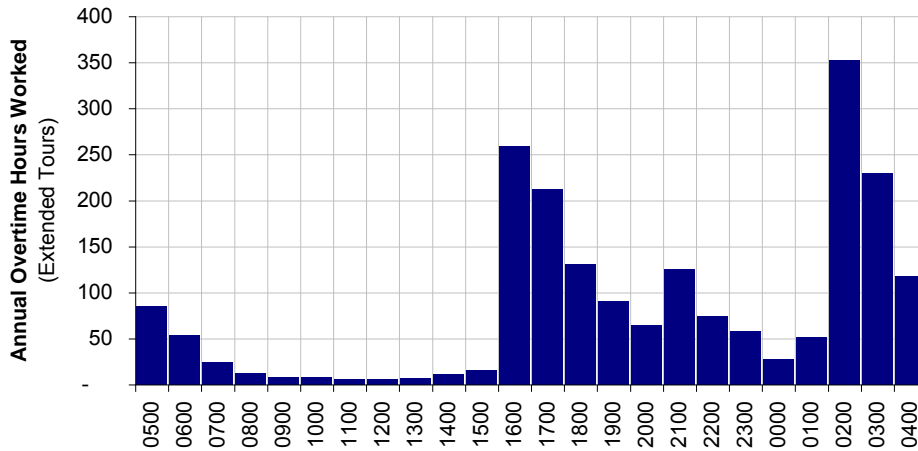
annually or 22 hours per day. Excluding the Celebration of Lights and 2010 Olympic Games, the number of overtime hours reported each quarter has remained stable between 2008 and 2010-2011. However, the overtime drivers changed over this period.

- 5.35 As illustrated by the following graph, minimum staffing callouts, extended tours and traffic court overtime were the main internal drivers of Transit Police overtime in 2010 and during the first quarter of 2011.



FINDING: EXTENDED TOURS APPEAR TO OCCUR FREQUENTLY AT THE END OF THE AFTERNOON SHIFT.

- 5.36 Extended tours are usually triggered by exigent circumstances and unexpected incidents. They are therefore difficult to predict, plan or prevent. In contrast to minimum staffing callouts, extended tours are typically considered part of normal police operations and it is difficult to eliminate them without jeopardizing police investigations or creating operational risks. Regardless, extended tours should be overseen by appropriate policies, strict documentation requirements and clear supervisory expectations in order to prevent overtime abuse or misuse.
- 5.37 The following graph shows when extended tours occurred in 2010 and the first quarter of 2011. The data is annualized.



5.38 The concentration of extended tour hours between 0200 and 0500 implies that the afternoon shift incurs at least one extended tour per day on average. These are generally triggered by arrests that occur near the end of the shift. As a result, Transit Police is spending roughly \$50,000 per year in overtime between 0200 and 0500.

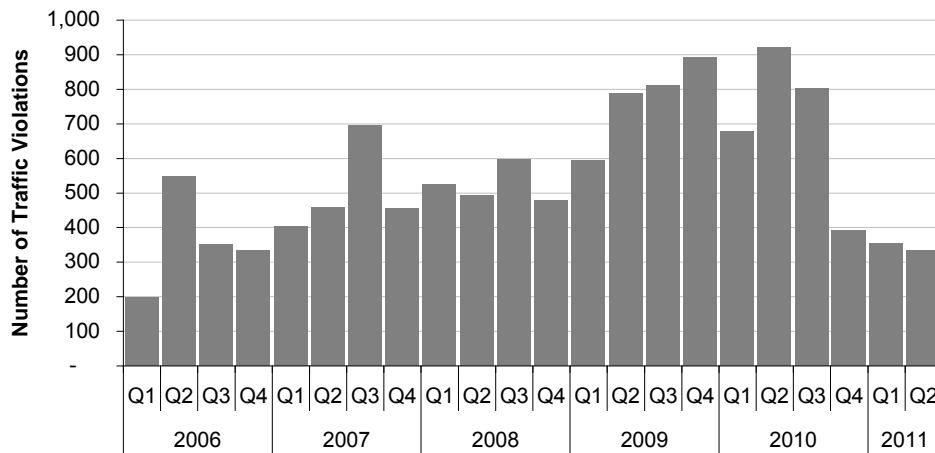
FINDING: TO REDUCE TRAFFIC COURT OVERTIME, THE TRANSIT POLICE SHOULD ENCOURAGE THE TRAFFIC COURT REGISTRY TO GATHER A MINIMUM NUMBER OF TICKETS PRIOR TO SCHEDULING A COURT DATE TO REDUCE COURT VISITS.

5.39 Almost half of all court overtime claims documented in the Transit Police overtime database were related to Traffic Court cases which include fare enforcement fines. The Transit Police overtime data does not differentiate explicitly between transit violations and traffic violations so there is no straightforward way to separate the two for analysis purposes.

5.40 Ideally, Traffic Court cases should be scheduled when the prosecuting member is scheduled to be on duty. However, many Transit Police officers work fixed afternoon shifts and it would therefore be impossible to schedule all of their Traffic Court appearances during an on-duty shift. As a result, there are few opportunities to reduce Traffic Court overtime.

5.41 One way to reduce the number of court visits each Transit Police member has to make would be for Transit Police to encourage the Traffic Court Registry to collect a minimum number of tickets prior to scheduling a court appearance.

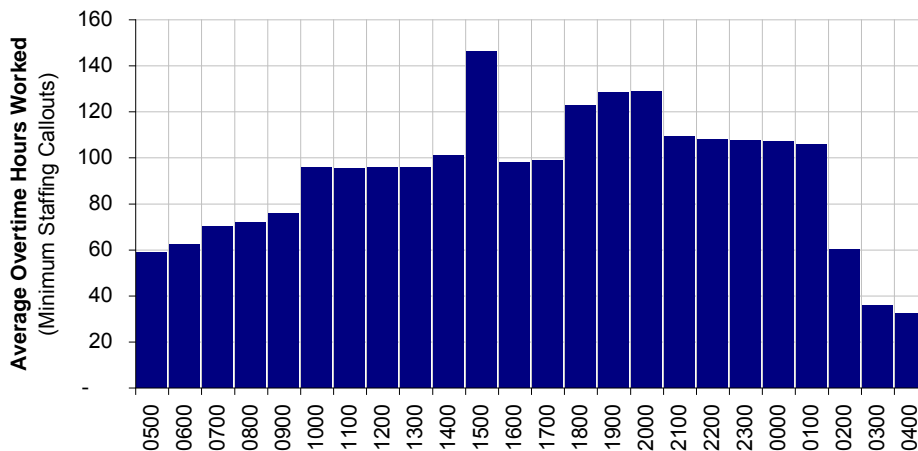
5.42 As illustrated by the following graph, traffic enforcement by Transit Police increased in 2009 and 2010 but fell sharply in the last quarter of 2010 and the first half of 2011.



5.43 Since it takes roughly 12 months for a case to be heard in Traffic Court, court overtime could continue to rise until late 2011.

FINDING: MINIMUM STAFFING CALLOUTS ARE BEING INCURRED IN THE ABSENCE OF A FORMAL MINIMUM STAFFING POLICY ON THE EXPO AND MILLENNIUM SKYTRAIN LINES.

5.44 The following graphs illustrate when the minimum staffing callout hours occurred in 2010 and the first quarter of 2011. The data is annualized.



- 5.45 Typically, minimum patrol staffing levels are established to ensure a sufficient number of cover officers can maintain officer safety and to ensure a sufficient number of on-duty officers can effectively respond to major police emergencies. Minimum staffing callouts are difficult to justify in a context where the role of Transit Police remains supplemental and Transit Police typically has limited involvement in major police incidents. Even if a Transit Police officer requires assistance or a major incident occurs, jurisdictional police agencies can assist if necessary. This is reinforced by the fact that the Transit Police currently has no official minimum staffing policy for the Expo/Millennium Line.
- 5.46 While minimum staffing callouts were reduced considerably between 2008 and the first quarter of 2010, they more than tripled between then and the first quarter of 2011. If minimum staffing callouts were simply reduced back to the 2010 average, the Transit Police could realize savings of roughly \$31,000 per quarter or \$124,000 per year.

RECOMMENDATION: DEVELOP A POLICY FOR MINIMUM STAFFING LEVELS, CALLOUTS AND EXTENDED TOURS IN PATROL.

- 5.47 The Transit Police should develop an overtime policy outlining when officers can be called out on overtime and when officers can extend their shift. Any minimum staffing policy should be accompanied by a leave management clause to ensure that annual leave and other planned leave do not bring staffing levels below the minimum. The overtime policy and the leave management clause in particular should be developed with the input and the agreement of the union. Any minimum staffing policy should take into account the contractual requirements on the Canada Line. Based on the RAV Concession Agreement with InTransitBC, Transit Police must deploy a minimum of six Constables and one Supervisor on the Canada Line.
- 5.48 Because overtime rates at Transit Police increase to 225% after nine hours and 300% after 10.5 hours in accordance with the Collective Agreement, no overtime callout should extend more than nine hours unless there is a demonstrated operational need.
- 5.49 Extended tours should be justified based on operational reasons. A GO number or a specific reason should be documented on the overtime claim for every extended tour.

- 5.50 Finally, sporadic but systematic audits should be conducted to ensure the overtime policy is adhered to and the associated overtime data is recorded consistently.

RECOMMENDATION: IMPLEMENT A QUALITY ASSURANCE PROCESS TO MAKE SURE RECOVERABLE OVERTIME CLAIMS ARE BILLED OUT AND RECOVERED BY TRANSIT POLICE.

- 5.51 As part of a quality assurance exercise, the Project Team sampled 130 recoverable overtime claims recorded in the Transit Police overtime database and asked the Transit Police Finance Section to confirm that the overtime was properly billed out and effectively recovered.
- 5.52 Out of the 130 recoverable overtime claims, 12 did not appear to be recovered more than six months after they were submitted. In all cases, it appears the overtime claims were never billed out. These overtime claims amounted to 85 hours worked or roughly 170 overtime hours earned. At an average overtime rate of \$40 per hour, the total loss for the Transit Police would have added up to \$6,800. Although this kind of loss is not material within a budget of \$28 million, it is avoidable and it should be avoided as a matter of principle.
- 5.53 To prevent situations where recoverable overtime is not recovered, a quarterly or semi-annual review of all recoverable overtime claims should be conducted by the Finance Section. As part of this review, the Finance Section should reconcile each submitted overtime claim with the invoices that were sent out to the corresponding external agencies. Every individual recoverable overtime claim should be matched with its invoice and any orphan overtime claim should then be billed out to the appropriate external agency.

RECOMMENDATION: EXPAND THE BUSINESS ANALYSIS CAPACITY OF THE TRANSIT POLICE.

- 5.54 The Transit Police should continue to evaluate its business strategies and business needs methodically and systematically. It should also ensure that relevant, timely and reliable data as well as objective business analysis is systematically available to Transit Police management, the Police Board and TransLink decision-makers.

- 5.55 The implementation of a formal business analysis function would allow the Transit Police, the Transit Police Board and TransLink management to obtain assurances in relation to various Transit Police business processes, operational outcomes and financial performance.
- 5.56 The Transit Police business analysis process should be overseen by the Deputy Chief Officer commanding the Support Services Division.
- 5.57 With their data analysis skills, the two Transit Police Crime Analysts could take on a key role within this business analysis framework. Some business analysis projects were successfully assigned to them in the past and more could be assigned to them in the future. When appropriate, the Transit Police Crime Analysis Unit could play a lead role. Although it is currently vacant, the Budget Analyst position could also be used to reinforce the business analysis function within Transit Police. Instead of being focused strictly on the budget, the position could become a Business Analyst position with a wider scope of tasks and responsibilities (including budget and financial analysis but also operational analysis).
- 5.58 The following internal support resources should also be included or integrated in the Transit Police business analysis process as required:
- Strategic Services Manager and Policy & Planning Manager for strategic perspective.
 - Finance Manager for business or financial perspective.
 - Risk Coordinator for risk management perspective.
- 5.59 Externally, the RCMP Operations Strategy Branch and the VPD Planning, Research & Audit Section would represent two models the Transit Police could consider adopting or call upon to provide assistance if necessary.

Human Resources

- 5.60 Most Transit Police employees are members of Canadian Office and Professional Employees (COPE) Local 378. A small group of employees are exempt. This includes Confidential Assistants, Civilian Managers, Inspectors, Deputy Chief Officers and the Chief Officer himself.

- 5.61 The last Collective Agreement with COPE has been extended until the end of March 2011 while a new Collective Agreement is being negotiated.
- 5.62 The Collective Agreement with COPE shapes many Transit Police human resources processes, including the scheduling process in patrol, the selection process for specialty positions and the promotional process for Sergeant and Staff Sergeant positions. However, the Collective Agreement was inherited through TransLink and is not tailored to a policing environment. The ability of Transit Police to instil changes to the Collective Agreement is minimal because any change has the potential to impact other employee areas within the TransLink family.

FINDING: THE INTERNAL SELECTION PROCESS FOR SPECIALTY POSITIONS IS LARGELY DRIVEN BY UNION SENIORITY. THIS IS NOT CONDUCIVE TO THE DEVELOPMENT OF THE MOST SKILLED TRANSIT POLICE EMPLOYEES.

- 5.63 According to section 7.11(d) of the COPE Collective Agreement, both the selection process and the promotion process at the Transit Police must be based on ability and seniority in that order. However, when a junior employee is selected for a specialized assignment or a promotion, his or her ability to perform the job must be significantly and demonstrably higher than the candidates who had more seniority.
- 5.64 In practice, the Transit Police implemented this principle by requiring a difference of 15 percentage points in overall competition scores before considering a junior candidate. For most internal competitions, 15 percentage points represent a substantial gap and would probably reflect more than just an objective difference in ability.
- 5.65 Ultimately, most selection competitions at Transit Police end up being driven primarily by union seniority. This is illustrated acutely when a lateral candidate with 20 or 25 years of outside police experience competes with a much younger candidate who is objectively less skilled and has little relevant experience but has more union seniority. Based on the high threshold established in the Collective Agreement the inexperienced, unproven candidate with union seniority could potentially edge out the best candidate.

- 5.66 Insisting on union seniority during the internal selection process for specialty positions is not conducive to develop and encourage the most deserving or most skilled Transit Police employees. It has the potential to affect the reputation and credibility of Transit Police, especially among jurisdictional police agencies that have merit-based selection and competency-based promotional processes. It is also not consistent with the fundamental principle established in the introduction for section 7.11(d) of the COPE Collective Agreement.

Fleet

- 5.67 During the early stages of the Operational Review, the Project Champion asked the Project Team to study the Transit Police fleet. In conjunction with the Operational Review, Transit Police commenced work on a *Transit Police Vehicle Needs Assessment* in March 2011. The Project Team was asked to provide input, some of which is reiterated in the following findings and recommendations.
- 5.68 The Transit Police currently has a fleet of 40 vehicles. Three vehicles were recently decommissioned after the STAR Team and the TLCO program were terminated. One additional vehicle is expected to be decommissioned in the near future and is not included in the analysis below. The following table shows where the Transit Police fleet vehicles are assigned.

| Quantity | Type of Vehicles | Assignment |
|-----------|---|---|
| 12 | Ford Crown Victoria Police Interceptors | Patrol |
| 1 | GMC Safari | Bike Squad |
| 2 | Chevrolet Express | Prisoner Transport |
| 2 | 15(1) | Patrol Supervisors |
| 1 | | Patrol Supervisors |
| 4 | | Crime Reduction Unit |
| 1 | | Explosive Detection Dog Unit |
| 5 | | Executive |
| 1 | | Pool at 307 Columbia Street (Community Events) |
| 4 | | Pool at 307 Columbia Street |
| 1 | | Pool at 713 Columbia Street |
| 1 | | Pool at Bridgeport Station |
| 5 | Various | Administration (Facilities, IT, Professional Standards, Fleet, Stores, Training & Recruiting) |
| 40 | TOTAL | |

5.69 Out of the 40 Transit Police vehicles, 12 Ford Crown Victoria Police Interceptors, 15(1) multi-passenger vans, two 15(1) SUVs and one 15(1) SUV are available for regular patrol deployment. The three patrol SUVs are typically used by Transit Police supervisors. Providing dedicated vehicles to supervisors makes sense because they need flexibility and mobility in order to respond quickly to emergent situations along the entire SkyTrain line and beyond.

5.70 15(1)

5.71 15(1)

5.72 15(1)

5.73 The Ford Flex covered with Bait Car decals is intended to be part of the fleet pool at 307 Columbia Street. It is typically used during promotional and community events.

5.74 Finally, the fleet is supplemented by a generic pool of four vehicles at 307 Columbia Street, one 15(1) at 713 Columbia Street and one 15(1) at Bridgeport Station.

FINDING: PATROL VEHICLES ARE REQUIRED BY TRANSIT POLICE PRIMARILY FOR PRISONER TRANSPORT AND TO CLOSE DOWN SKYTRAIN STATIONS AT NIGHT. THE MINIMUM FLEET REQUIREMENT FOR PATROL CONSTABLES IS 11 VEHICLES.

5.75 Patrol vehicles are required by Transit Police primarily for two reasons.

- 5.76 First, vehicles must be available during the day at strategic locations along the SkyTrain line for prisoner transport, emergency response and personnel transport in case the SkyTrain is shut down unexpectedly. On the Expo/Millennium Line, documented strategic locations include Lougheed Town Centre Station, Commercial-Broadway Station, Metrotown Station, Stadium-Chinatown Station and Surrey Central Station. On the Canada Line, strategic locations include Richmond-Brighouse Station, Langara-49th Street Station and Yaletown-Roundhouse Station.
- 5.77 Secondly, vehicles at night allow officers to drive back to 307 Columbia Street (on the Expo/Millennium Line) or Bridgeport Station (on the Canada Line) after closing down key SkyTrain stations between 0100 and 0200 hours. When possible, officers at closing time are expected to attend the Waterfront Station, Commercial-Broadway Station, New Westminster Station, Lougheed Town Centre Station and King George Station on the Expo/Millennium Line. On the Canada Line, they are expected to attend the Broadway-City Hall Station, Richmond-Brighouse Station, Vancouver City Centre Station and YVR-Airport Station when feasible.
- 5.78 In practice, officers on day shift (0500 and 1000) drive patrol vehicles out to these strategic locations at the beginning of their shift and ride the train back to Transit Police headquarters. Officers on evening shift (1515) and night shift (1800) ride the train to their zones but drive back after SkyTrain stations are closed.
- 5.79 15(1) [REDACTED]
[REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
- 5.80 Assuming conservatively that 10% to 15% of the Transit Police fleet remains unavailable at any given time because of maintenance or repairs, between 15(1) and 15(1) vehicles would be required to guarantee at least 15(1) vehicles are deployable on an ongoing basis. This would be the minimum fleet requirement for patrol Constables.

RECOMMENDATION: DECOMMISSION ONE ADDITIONAL PATROL VEHICLE.

5.81 The Transit Police patrol fleet currently includes 12 Ford Crown Victoria Police Interceptors and up to five pool vehicles at 307 Columbia Street. The Project Team concurs with the draft *Transit Police Fleet Plan* that there should be a reduction of any fleet excess. As outlined in the Fleet Plan, the recent “transition of how Transit Police officers conduct business has presented an opportunity to reduce the number of patrol vehicles needed to meet operational requirements for police transport.”

5.82 Based on the current “back to basics” orientation and a minimum fleet requirement for patrol of roughly 11 vehicles (based on nine strategic locations and two back-up vehicles), at least one patrol vehicle could be decommissioned instead of being replaced at the end of its useful life.

5.83 15(1)

RECOMMENDATION: DECOMMISSION THE CHEVROLET EXPRESS VANS.

5.84 Two Chevrolet Express vans are currently intended to transport multiple prisoners simultaneously. However, multi-prisoner arrests are rare occurrences within the transit system. When they do occur, the jurisdictional police agency is typically involved in some capacity. The Chevrolet Express vans are also among the least fuel efficient vehicles in the current Transit Police fleet.

5.85 The Project Team agrees with the draft *Transit Police Vehicle Needs Assessment*, which states that “both prisoner vans could be taken out of service without any marked reduction of intended service or inconvenience to patrol.” Therefore it is the opinion of the Project Team that the two Chevrolet Express vans should be decommissioned instead of being replaced at the end of their useful life.

RECOMMENDATION: IMPLEMENT A KEY MANAGEMENT SYSTEM FOR ADMINISTRATION AND POOL VEHICLES AFTER TRANSIT POLICE MOVES INTO THE NEW SAPPERTON VILLAGE HEADQUARTERS.

5.86 A total of five Transit Police vehicles are currently assigned to the Professional Standards Unit, Training & Recruiting Unit,

Facilities, IT, Fleet and Stores. In addition, the draft *Transit Police Vehicle Needs Assessment* states that “unmarked units are utilized as pool vehicles for availability in a variety of functions on units and by members for transport while on police business.”

- 5.87 After Transit Police headquarters are consolidated within the new TransLink building at Sapperton Village, an automated key management system should be implemented for administration vehicles and pool cars. This key management system should be based on an electronic lock box with tracking capabilities by user and web-based booking options if possible. KEYper Systems and Traka are example of key management systems.
- 5.88 Once the key management system is implemented, it will generate detailed daily usage data by vehicle, by organizational unit, by user and by time of day. This detailed data could then be used to assess how many vehicles are truly required to meet the needs of administrative units and study the possibility of pooling and possibly reducing the number of administration vehicles.

RECOMMENDATION: PURCHASE TRANSIT POLICE VEHICLES INSTEAD OF LEASING AND EXERCISING THE RIGHT TO PURCHASE AT LEASE-END. CONSIDER LEVERAGING THE PURCHASING POWER OF A LARGE POLICE AGENCY.

5.89 17(1) [REDACTED]

5.90 17(1) [REDACTED]

5.91 17(1) [REDACTED]

17(1)

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

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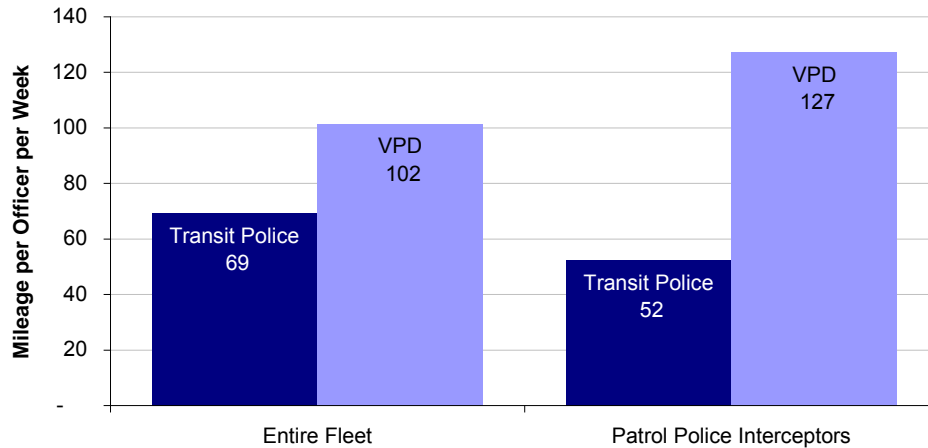
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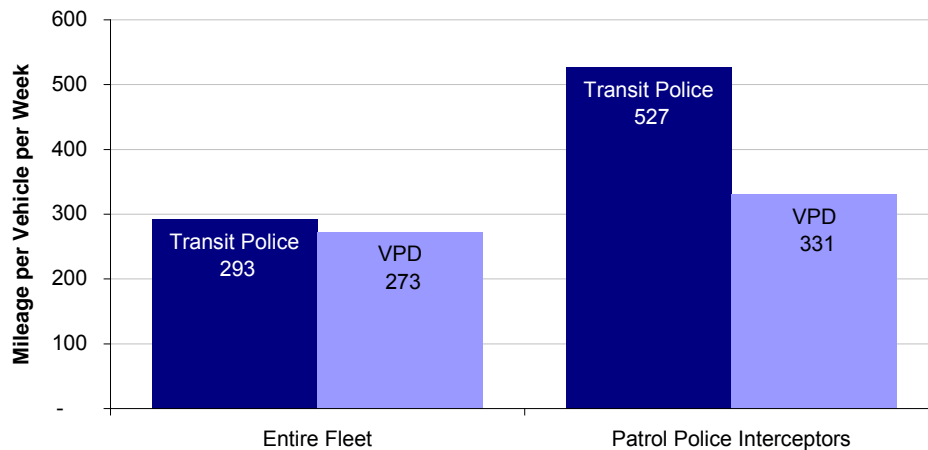
FINDING: IN 2009-2010, THE AVERAGE DISTANCE DRIVEN BY EACH TRANSIT POLICE PATROL OFFICER WAS RELATIVELY LOW AND THE AVERAGE UTILIZATION RATE PER PATROL VEHICLE WAS RELATIVELY HIGH.

5.93 Between 2009 and 2010, Transit Police vehicles drove a total of roughly 1.2 million kilometres or 11,700 kilometres per week. This corresponds to an average of 293 kilometres per vehicle per week or 69 kilometres per authorized sworn officer per week. A detailed analysis of the Transit Police mileage data showed that 2010 was aligned with 2009 and therefore the 2010 Olympic Games did not drive up significantly the average weekly mileage per Transit Police vehicle.

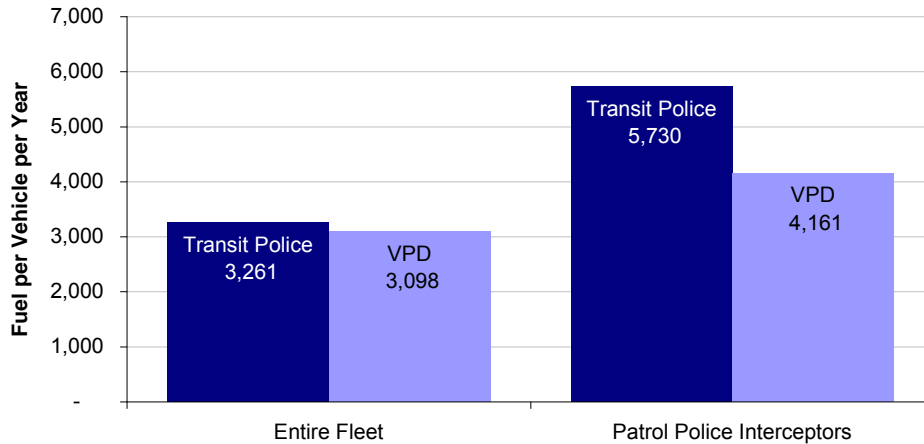
5.94 More specifically, the 12 Transit Police Interceptors logged an average of 52 kilometres per authorized Constable per week and accounted for 54.0% of all mileage logged by the Transit Police fleet. For comparison purposes, each VPD patrol Constable drove 127 kilometres per week on average in 2009. As illustrated by the following graph, this is roughly twice as much as the average Transit Police officer. This difference is not unexpected since Transit Police officers are typically expected to conduct primarily foot patrols on or around the SkyTrain or the rest of the transit system. VPD data was used for comparison purposes because it was the only detailed fleet data readily available to the Project Team.



5.95 On the other hand, each Transit Police Interceptor was driven 527 kilometres per week on average. For comparison purposes, VPD Police Interceptors drove 331 kilometres per week in 2009 while the entire VPD fleet drove 273 kilometres per week on average. The following graph highlights the differences between Transit Police and VPD vehicles. Each Transit Police patrol vehicle was driven almost 60% more than the average VPD patrol vehicle.



5.96 As illustrated by the following graph, annual fuel purchases were roughly proportional with weekly mileage.



- 5.97 The current “back to basics” orientation of Transit Police and the promotion of transit use among operational members should result in a reduced average utilization rate for patrol vehicles while increasing the frequency of high-visibility foot patrols on the SkyTrain. Accordingly, the average mileage is expected to be lower in 2011.

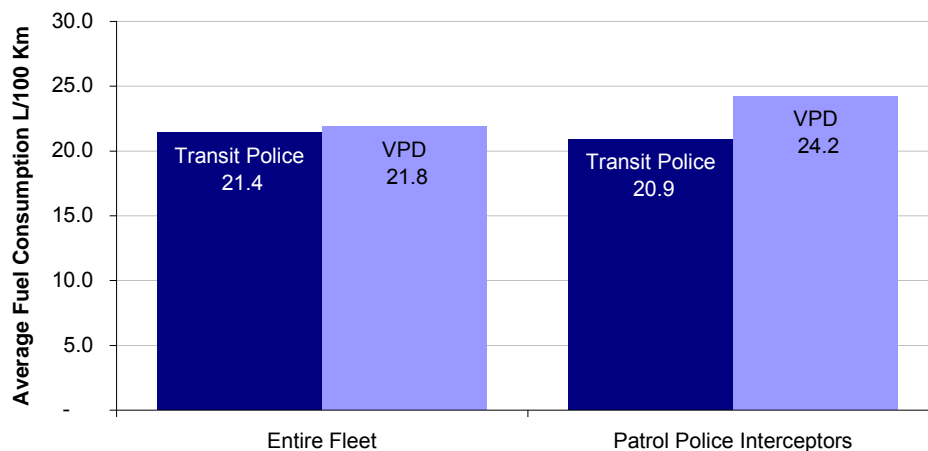
RECOMMENDATION: TRACK AND ANALYZE THE DISTANCE DRIVEN ON TRANSIT POLICE VEHICLES, ESPECIALLY POLICE INTERCEPTORS.

- 5.98 Going forward, Transit Police should track, report and analyze the distance driven on all its vehicles. This data would be useful at an aggregate level to monitor general trends around vehicle usage and deployment. This would be consistent with the following goals presented in the draft Transit Police Fleet Plan: “drive home the message that public transit be utilized as the primary mode of transportation”, “limit the amount of driving wherever practicable” and “monitor fuel consumption.”
- 5.99 Transit Police should report back on the data quarterly, semi-annually or annually. The data for Transit Police Interceptors should receive special attention and should be reported separately from the rest of the Transit Police fleet.
- 5.100 Any significant change in the total distance driven for Transit Police Interceptors should be analyzed further. In particular, actual usage would need to be examined and compared in the context of other factors and variables.

FINDING: THE AVERAGE FUEL CONSUMPTION OF TRANSIT POLICE VEHICLES IS ALIGNED WITH THE VPD FLEET.

5.101 Total fuel consumption at Transit Police in 2009-2010 was approximately 260,000 litres. Fuel purchases reached \$311,000 for an average price of roughly \$1.20 per litre on average.

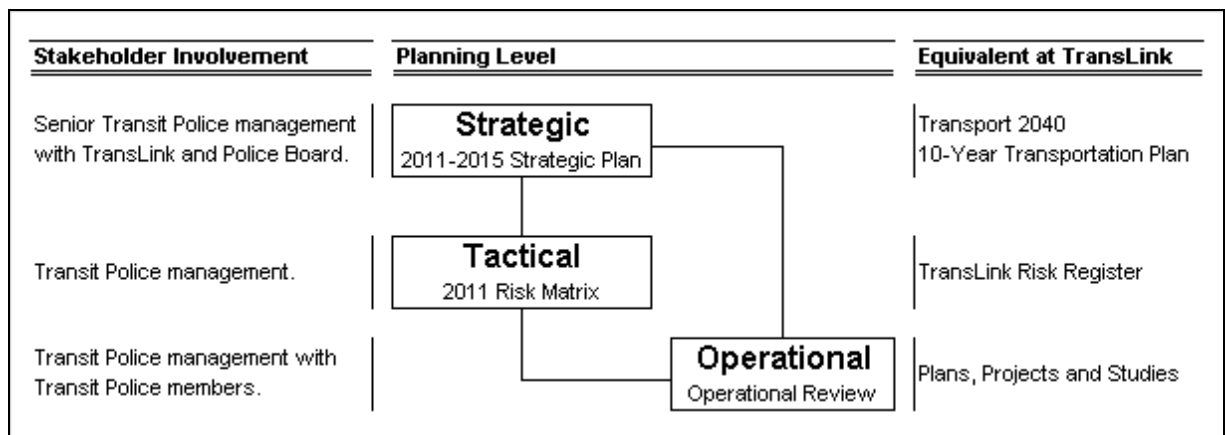
5.102 The average fuel consumption was 21.4 litres per 100 kilometres for the entire Transit Police fleet and 20.9 litres per 100 kilometres for Transit Police Interceptors. Although this reflects relatively poor fuel economy by most standards, it actually compares favourably to the average fuel consumption of VPD Police Interceptors. This is illustrated by the following graph.



5.103 For comparison purposes, two law enforcement sources previously reported an average of 29 litres per 100 kilometres or 8 miles per gallon for police cars. For its part, the car manufacturer Carbon Motors estimated that police cars typically consume 21 litres per 100 kilometres or 11 miles per gallon.

6. Conclusion

- 6.1 The Transit Police Operational Review was triggered by management's desire to better understand what Transit Police accomplished in the past, assess how it is doing now and determine what it needs to do to continue to be successful in the future.
- 6.2 As part of the Transit Police Operational Review, the Project Team interviewed, met or contacted more than 50 internal and external stakeholders, including frontline Transit Police officers, support personnel, senior management, TransLink representatives and Transit Police Board members. These stakeholders generated a lot of valuable comments and ideas. Most importantly, they all shared the common belief that Transit Police can enhance their impact with consistent leadership and a focused direction.
- 6.3 This Operational Review was intended to bring forward data and independent analysis not available anywhere else and complement two key internal Transit Police guidance documents: the 2011-2015 Transit Police Strategic Plan and the 2011 Transit Police Risk Matrix. The following diagram positions the Operational Review within the Transit Police business analysis framework.

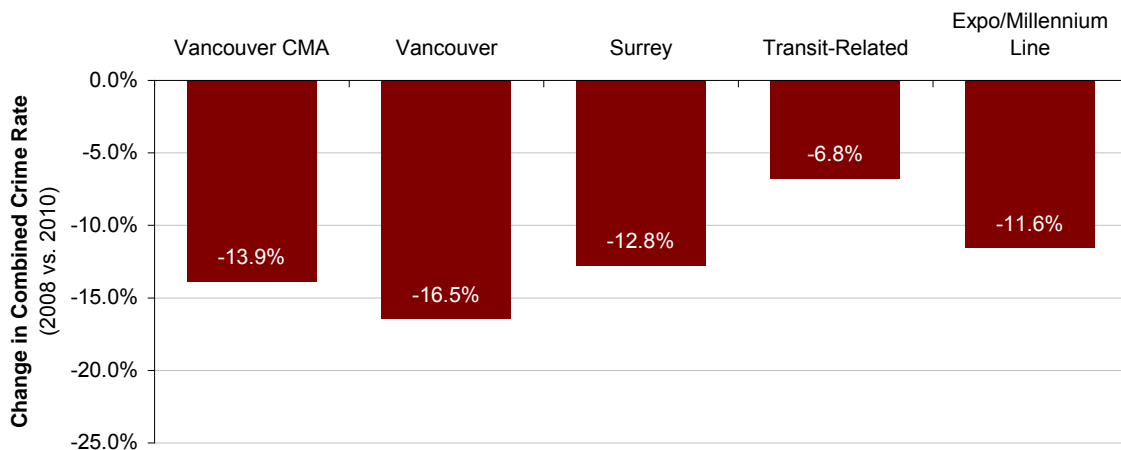


Evolution

- 6.4 Recent changes in leadership and strategic direction created a general feeling of confusion, uncertainty and frustration both within the organization and among some external stakeholders.

Within this rapidly evolving organizational environment, the Transit Police was still able to achieve positive results.

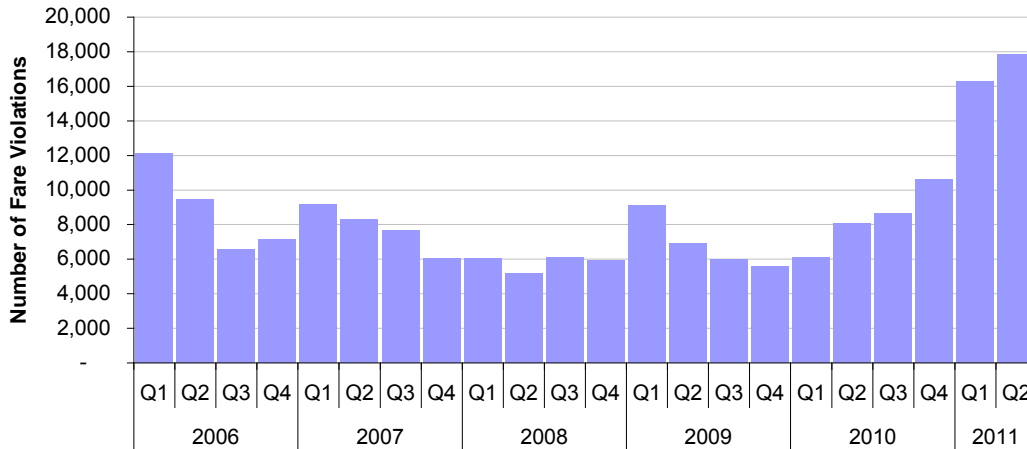
- 6.5 Since 2007, an average of roughly 1,100 violent crimes, 1,800 property crimes and 1,000 drug offences were reported annually on the transit system. During the same period, total annual ridership on the transit system increased from approximately 294 to 347 million passenger boardings. For its part, the sworn authorized strength of Transit Police increased from 121 to 167.
- 6.6 When ridership is taken into account, the crime rate on the transit system decreased overall between 2008 and 2010. Even though the property crime rate on the transit system remained almost flat, the violent crime rate fell significantly which allowed the combined crime rate on the transit system to follow roughly the Vancouver CMA crime rate. Between 2008 and 2010, the combined violent and property crime rate per 100,000 boardings on the transit system decreased by 6.8% on the transit system and 11.6% specifically on the Expo/Millennium Line. By comparison, the combined violent and property crime rate per 100,000 residents decreased by 13.9% in the Vancouver CMA, 16.5% in Vancouver and 12.8% in Surrey. This is illustrated by the following graph.



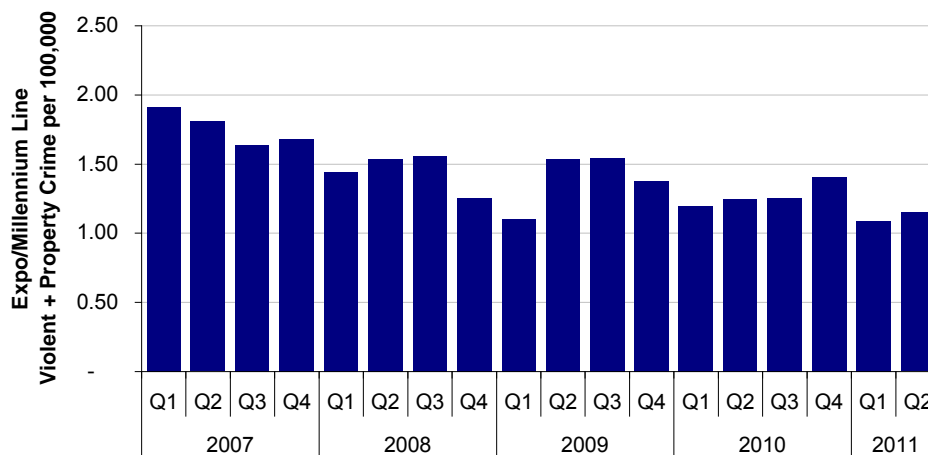
Execution

- 6.7 Even more recently, the operational performance of Transit Police has escalated.

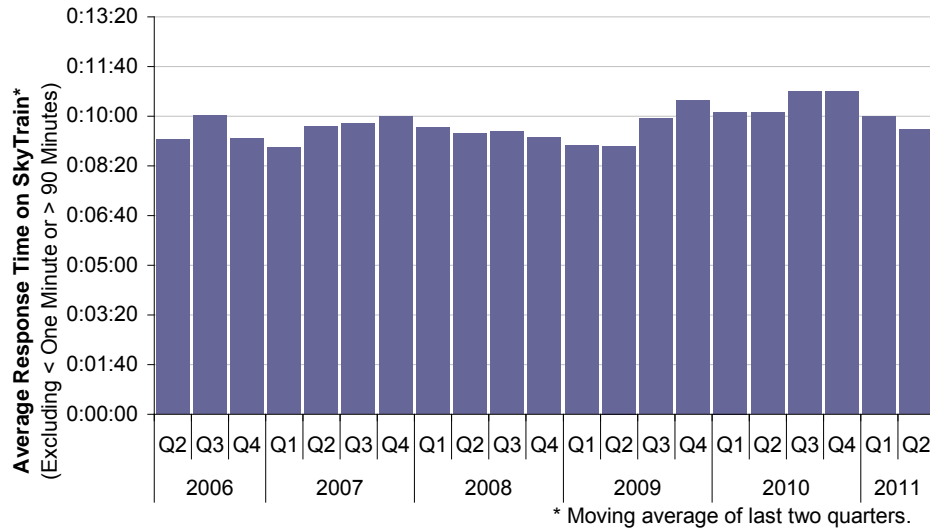
- 6.8 The number of fare violations recorded by Transit Police doubled between the third quarter of 2010 and the first quarter of 2011. Fare enforcement reached an all-time high in the second quarter of 2011. In parallel, Transit Police enforced a total of 75 outstanding warrants in the first half of 2011. This represented a year-over-year increase of 29.3%.



- 6.9 Concurrently with this increase in visibility as measured by fare enforcement, the combined crime rate on the Expo/Millennium Line dropped in the first half of 2011. This is illustrated by the following graph.



- 6.10 The average police response time on the SkyTrain also dropped in the first half of 2011. This is illustrated by the following graph.



- 6.11 All these recent improvements coincided with a “back to basics” policing philosophy for the Transit Police founded on beat policing and centered around a visible police presence on the SkyTrain system. Some observers have described this as basic policing but focused policing is probably more accurate.
- 6.12 The significant quantifiable and tangible results recently obtained on the SkyTrain show that Transit Police is effective. In order to build on these successes, the Transit Police should continue to focus on areas where it has a competitive or a comparative advantage. It should continue to embrace fare enforcement and intelligence-guided beat policing on the SkyTrain corridor as key strategies to identify known criminals, deter crime and reassure transit users.

Continuous Improvement

- 6.13 In its December 2007 report titled *Rebuilding the Trust*, the Task Force on Governance and Cultural Change in the RCMP argued that decisive steps were needed in order to allow the RCMP “to manage its business as a modern service-oriented entity.” It later added that the RCMP needed to “program modern management principles into its DNA.” This is precisely what the current Transit Police management team has achieved.
- 6.14 The 2011-2015 Transit Police Strategic Plan has contributed to clarify the mission of Transit Police and allowed Transit Police to

successfully reconcile its strategic direction with the expectations of both the Transit Police Board and TransLink. For its part, the Risk Matrix has contributed to formalize and define the risk appetite, risk environment, opportunities, strengths and weaknesses of Transit Police. Together, the 2011-2015 Transit Police Strategic Plan and the 2011 Transit Police Risk Matrix set an ambitious but comprehensive roadmap for the Transit Police.

6.15 The Transit Police is currently thriving. Several significant organizational changes have been implemented or were being implemented while the Operational Review was being conducted. For instance:

- The Transit Police Board Governance Manual was reviewed and updated.
- A formal MOU was drafted to formalize and normalize the relationship between TransLink, the Transit Police Board and Transit Police.
- A new IT Manager and a full-time Communications Strategist joined the Transit Police management team.
- TransLink, on behalf of Transit Police, entered into a Letter of Agreement with the union to develop a new promotional policy and process for Sergeants and Staff Sergeants.
- Transit Police entered into an arrangement with the City of Vancouver and the City of New Westminster to purchase cheaper fuel from City pumps.

6.16 With the objective of building on the progress already accomplished by Transit Police, the Project Team is providing the following recommendations.

RECOMMENDATION: Pursue the implementation of the draft MOU between the Transit Police, the Transit Police Board and TransLink.

RECOMMENDATION: Invite the Police Board to rely on at least one TransLink liaison for advice, guidance and assistance.

RECOMMENDATION: Ensure a minimum of seven members sit on the Transit Police Board.

RECOMMENDATION: Create an Intranet website to enhance internal communication.

RECOMMENDATION: Rotate probationary Transit Police recruits through morning, afternoon and night shifts.

RECOMMENDATION: Focus on the SkyTrain corridor.

RECOMMENDATION: Establish permanent foot patrols at the worst transit locations and SkyTrain stations.

RECOMMENDATION: Continue to identify opportunities to train Transit Police officers in the art of beat policing.

RECOMMENDATION: Target problem buses and bus routes between 0200 and 0400 hours.

RECOMMENDATION: Target Park & Ride areas between 0500 and 1900 hours.

RECOMMENDATION: Reiterate the importance of counter-terrorism intelligence within the mandate of the Transit Police Intelligence Officer.

RECOMMENDATION: Assess the relevance of the existing crime analysis products and prioritize the crime analysis reports disseminated throughout Transit Police.

RECOMMENDATION: Advocate for the creation of a PRIME study flag to identify, track and analyze transit-related incidents.

RECOMMENDATION: Formalize the graffiti intelligence portfolio within the Transit Police Crime Analysis Unit.

RECOMMENDATION: Ensure that all frontline officers can conduct effective graffiti and vandalism investigations.

RECOMMENDATION: Develop and implement a CompStat-like reporting process to ensure crime problems identified by the Crime Analysis Unit are followed up on.

RECOMMENDATION: Streamline operational briefings.

RECOMMENDATION: Work with TransLink to measure Transit Police visibility using the Mystery Shopper program.

RECOMMENDATION: Maintain one funded secondment position in IGTF but bring back the non-recoverable IGTF position.

RECOMMENDATION: Maintain the agreement with the Integrated Lower Mainland Tactical Troop but limit the number of Transit Police officers invited to join.

RECOMMENDATION: Identify other mentorship and development opportunities for frontline members.

RECOMMENDATION: Conduct a joint TransLink/Transit Police IT Shared Services Review.

RECOMMENDATION: Develop a policy for minimum staffing levels, callouts and extended tours in patrol.

RECOMMENDATION: Implement a quality assurance process to make sure recoverable overtime claims are billed out and recovered by Transit Police.

RECOMMENDATION: Expand the business analysis capacity of the Transit Police.

RECOMMENDATION: Decommission one additional patrol vehicle.

RECOMMENDATION: Decommission the Chevrolet Express vans.

RECOMMENDATION: Implement a key management system for administration and pool vehicles after Transit Police moves into the new Sapperton Village Headquarters.

RECOMMENDATION: Purchase Transit Police vehicles instead of leasing and exercising the right to purchase at lease-end. Consider leveraging the purchasing power of a large police agency.

RECOMMENDATION: Track and analyze the distance driven on Transit Police vehicles, especially Police Interceptors.

- 6.17 Ultimately, the goal of the Project Team was to complement what Transit Police already accomplished. The Project Team is confident that its recommendations can contribute to enhance Transit Police operations and build on its recent successes and achievements.

7. Appendix – Data Analysis Methodology

7.1 This section describes the data compiled under the framework of the Transit Police Operational Review and used for the quantitative analysis.

15(1) [REDACTED]

7.2 15(1) [REDACTED]
[REDACTED]

7.3 15(1) [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]
[REDACTED]
[REDACTED]

Transit-Related Incidents

7.4 The Project Team used the data tables on the SQL server to extract every General Occurrence (GO) record where:

- Jurisdiction was "GV" (SCBCTAPS). This was intended to capture every incident recorded by Transit Police.
OR
- Location Code was 15 (TRANSIT BUS/BUS SHELTER) or 16 (SKYTRAIN/SUBWAY AND/OR STATIONS). This was intended to capture every incident that took place on the bus, at a bus stop, on and near the SkyTrain or Canada Line.
OR
- Location contained "MILLENNIUM LINE", "EXPO LINE" or "CANADA LINE". This was intended to capture every incident that took place on the SkyTrain or the Canada Line.
OR
- Uniform Crime Reporting (UCR) was 7250.3, 7250.4, 7250.5, 7250.7, 7250.8, 7250.9, 8120.26 or 8120.27. This was intended to capture transit violations, including fare violations.
OR
- Place Name reflected one of the 878 transit locations identified by the Project Team (e.g. BUSFU TRANSIT EXCHANGE, NWNEW WESTMINSTER SKYTRAIN, SUSKYTRAIN SURREY CENTRAL, GVSC STA 10277 135TH ST, GVVCE WF STA 601 W CORDOVA ST, GVPW STA 3298 PRODUCTION WAY, GVKG STA 9875 KING GEORGE HWY,

VASKYTRAIN STADIUM, VASEABUS TERMINAL, VASTANLEY PARK BUS LOOP). This was intended to capture transit-related incidents that took place on or around known transit locations.

- 7.5 Duplicate records were removed. The resulting dataset consisted of all transit-related incidents recorded in PRIME. For the period from 2006 to Q1 of 2011, this represented a total of 115,329 GO records.
- 7.6 For analysis purposes, transit-related incidents with Location Code 15 (TRANSIT BUS/BUS SHELTER) were defined as bus incidents. Transit-related incidents with Location Code 16 (SKYTRAIN/SUBWAY AND/OR STATIONS) were defined as SkyTrain incidents.
- 7.7 When analyzing workload, only cases reported by Transit Police (with "GV" jurisdiction) were included in the analysis.

Crime Around SkyTrain Stations

- 7.8 To study crime around SkyTrain stations, the Project Team located each SkyTrain and Canada Line station on an atom map and identified the atoms defining roughly the area around each station. An atom is the smallest geographic region defined in the Computer-Aided Dispatch (CAD) system. The exact size of each atom varies by jurisdiction and by geographic location but an atom typically represents an area of one or two city blocks. Areas that are more dense or associated with more police activity tend to be broken down in smaller atoms.
- 7.9 Transit Police uses a different set of atoms to define areas along the SkyTrain corridor but these Transit Police atoms do not differentiate between the area around stations and the stations themselves. This is why Transit Police atoms were excluded from this analysis.
- 7.10 The Project Team identified 82 atoms that defined the area around SkyTrain and Canada Line stations and extracted all the GO records located within these 82 atoms.
- 7.11 The resulting dataset consisted of all incidents around SkyTrain and Canada Line stations, excluding incidents coded using a

Transit Police atom. For the period from 2007 to Q1 of 2011, this represented a total of 138,993 GO records.

- 7.12 For analysis purposes, only the following municipalities were included in the analysis of incidents around SkyTrain stations: Vancouver (VAN), Richmond (RMD), New Westminster (NEWW) starting in Q2 of 2005, Burnaby (BBY) starting in December 2006 and Surrey (SRY) starting in Q2 of 2007.

Park & Ride Crime

- 7.13 To study crime around Park & Ride areas, the Project Team located the four largest Park & Ride parking lots on an atom map and identified the atoms defining roughly the area around each parking facility.
- 7.14 The Project Team identified six atoms: CQ3204 for Coquitlam Station, RI0308 for Bridgeport Station, SU5117 for Scott Road Station and SU6106, SU6110 and SU6112 for King George Station. The Project Team extracted all the GO records located within these six atoms.
- 7.15 The resulting dataset consisted of all incidents recorded on and around Park & Ride locations, excluding incidents coded using a Transit Police atom. For the period from 2007 to Q1 of 2011, this represented a total of 15,742 GO records.
- 7.16 For analysis purposes, vehicle-related crimes were defined as cases with one of the following UCR codes: TAKE AUTO W/O CONSENT O/\$5000, TAKE AUTO W/O CONSENT U/\$5000, THEFT BICYCLE UNDER \$5000, THEFT FROM MV OVER \$5000, THEFT FROM MV UNDER \$5000, THEFT MOTORCYCLE OVER \$5000, THEFT MOTORCYCLE UNDER \$5000, THEFT OF AUTO OVER \$5000, THEFT OF AUTO UNDER \$5000, THEFT OF TRUCK OVER \$5000, THEFT OF TRUCK UNDER \$5000, THEFT OTHER VEHICLE OVER \$5000, THEFT OTHER VEHICLE U/\$5000. It does not include RECOVERED OUTSIDE STOLEN VEHICLE.

Crime Trends in Vancouver CMA

- 7.17 The 2008-2010 crime trends for the Vancouver CMA, Vancouver and Surrey were obtained from the Canadian Centre for Canadian Centre for Justice Statistics (CCJS).

Transit Police Tickets

- 7.18 To study fare enforcement and traffic enforcement, the Project Team used the data tables on the SQL server to extract every ticket record where Jurisdiction was "GV".
- 7.19 The resulting dataset consisted of all tickets recorded in PRIME by Transit Police. For the period from 2006 to Q1 of 2011, this represented a total of 147,349 ticket records.
- 7.20 For analysis purposes, the following records were defined as fare violations:
- GO records with one of the following UCR codes: GVTRANSIT-FARE PAID ZONE, GVTRANSIT-PAYMNT NOT TRANSFER, GVTRANSIT-REQUIRE PAY FARE.
 - Ticket records with one of the following charges: FAIL TO PAY FARE, FAIL TO PRESENT PROOF OF PAYMENT, IMPROPER USE OF PROOF OF PAYMENT, FAILED TO POSSESS PROOF OF PAYMENT, FAILED TO RETAIN & PRODUCE PROOF OF PAYMENT, ILLEGALLY SELL PROOF OF PAYMENT.

Computer-Aided Dispatch (CAD) Data

- 7.21 The Project Team unloaded the CAD data directly from Versadex using the "GV" jurisdiction code. This resulted in a total of 102,868 CAD call records for the period 2005-11-08 to 2011-04-11 (when the data was extracted).
- 7.22 Unfortunately, Transit Police on-view cases do not appear to be categorized as such in the CAD system. In 2010, only 231 cases were categorized as on-view calls according to the CAD system. This is why the Project Team did not analyze on-view cases separately.
- 7.23 When possible, each CAD record was matched with the corresponding Transit Police GO record.

Other Business Rules

- 7.24 When analyzing workload, unfounded and unsubstantiated cases were included in the analysis. When analyzing crime trends, cases associated with a CCJS Status code of UNFOUNDED or

UNSUBSTANTIATED were excluded. Cases associated with a ZZZ code were also excluded from the crime analysis because these are INFORMATION or ASSISTANCE cases. Only the primary UCR code was considered. This ensured that each incident was only counted once. These business rules are consistent with the CCJS methodology.

- 7.25 For analysis purposes, all cases associated with a 1000 series UCR code were defined as violent crime cases. All cases associated with a 2000 series UCR code were defined as property crime cases. Disturbances were defined as cases with one of the following UCR codes: CAUSE A DISTURBANCE, DISTURBED PERSON, DOMESTIC DISPUTE-NO ASSAULT.
- 7.26 The date of the incident was determined by the occurrence date. The time of the incident was determined by the incident start time.

Regression Analysis

- 7.27 The general lagged dependent variable model was defined as follows. Other less sophisticated models and model variations led to equivalent coefficient estimates and significance levels.

$$y_T = \beta_0 + \beta_1 y_{T-1} + \beta_2 T + \beta_3 F_T + \varepsilon$$

Where:

T is the week number.

y_T is the number of crimes or disturbances reported during week T .

F_T is the number of fare violations recorded during week T .

- 7.28 The following table summarizes the regression analysis results obtained using a Feasible Generalized Least Squares (FGLS) estimator applied on quasi-differenced data after correcting for serial correlation using the Cochrane–Orcutt method. The p-values are in parentheses. Statistical tests did not yield any evidence of seasonality in either the fare enforcement data or the crime and disorder data.

| Models with Lagged Dependent Variable AR(1) | Intercept | Trending by Week | Fare Enforcement |
|---|-------------------------|------------------------|----------------------------------|
| Y | β_0 | β_2 | β_3 |
| Transit-Related Violent Crime | 20.0764 (<0.001) | 0.0345 (<0.001) | -0.008415 (<0.001) |

| Models with Lagged Dependent Variable AR(1) | Intercept | Trending by Week | Fare Enforcement |
|--|--------------------------|-----------------------------|----------------------------------|
| Transit-Related Property Crime | 28.2144 (<0.001) | 0.05623 (<0.001) | -0.007463 (<0.001) |
| Transit-Related Combined Violent and Property Crime | 48.2848 (<0.001) | 0.0907 (<0.001) | -0.015863 (<0.001) |
| Transit-Related Disturbances | 16.1205 (<0.001) | 0.0560 (<0.001) | -0.007676 (<0.001) |
| Violent Crime on Expo/Millennium Line | 10.1998 (<0.001) | 0.0033 (0.1165) | -0.004369 (<0.001) |
| Property Crime on Expo/Millennium Line | 11.8897 (<0.001) | 0.0034 (0.2775) | -0.002003 (0.0735) |
| Violent Crime Around SkyTrain | 27.8380 (<0.001) | 0.0237 (<0.001) | -0.011795 (<0.001) |
| Property Crime Around SkyTrain | 157.5986 (<0.001) | 0.0484 (0.003) | -0.027840 (<0.001) |

7.29 The data consisted of 273 data points, each representing one week of data. This data covered the period between January 1, 2006 and March 31, 2011. Only the weekly trend coefficients in the Expo/Millennium Line regressions were not statistically significant at the 10% confidence level.