

Moncton Dieppe Riverview Public Safety Policing Services Study

EXECUTIVE SUMMARY REPORT

perivale+taylor
CONSULTING

 CORNERSTONE
planning group

JULY 2023

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Preface

Redrawing the Thin Blue Line

Recognizing and Enhancing Joined up Solutions at the Intersection of Law Enforcement and Public Health

The health of the public requires and is based on safety and security of the person; public health as a discipline therefore promotes safety and security. The law exists to promote safety and security; the enforcement of law is therefore part of the same endeavour.

These two sectors – public health and law enforcement – should be joined at the hip, with common goals and deep collaboration. That they are often not, or inadequately so, even when dealing with the same people, populations or issues, is to the detriment of both.

The Lancet ¹

2019

A New Study of Police History

Police power which is unique in history and throughout the world because it is derived not from fear, but almost exclusively from public co-operation with the police, induced by them designedly by behaviour which secures and maintains the approval, respect, and affection of the public.

Charles Reith ²

¹ van Dijk, A., V. Herrington, H., N. Crofts, R. Breunig, S. Burris, H. Sullivan, S. Sherman and N. Thomson (2019) “Redrawing the Thin Blue Line – Recognizing and Enhancing Joined up Solutions at the Intersection of Law Enforcement and Public Health” Lancet, Volume 393, Issue 10168, pp. 287–294.

² Reith, Charles. *A New Study of Police History*. Oliver and Boyd, London, page 140. 1956.

Introduction

The focus of the *Study* is to determine the requirements for a modern public safety police service and to compare and contrast the delivery of policing services by either the current Codiac Regional Police – a contracted RCMP model, or a regional municipal police force, or a combination of RCMP and municipal services.

The methodology included:

- an analysis and measurement of the Codiac policing workload
- comparisons of staffing and costs with other Canadian police agencies
- research of policing initiatives and approaches across Canada, the US, and the UK
- interviews with Tri-Community elected officials and administrative staff, the Codiac Regional Police Authority, and with senior Codiac Regional Police officers and RCMP 'J' Division
- interviews with staff of the New Brunswick Department of Justice and Public Safety Canada
- a Space Analysis of existing and future facility needs
- a site visit by eight members of the *Study* team
- a literature review of the public safety issues under study
- a review of the *Final Report of the Mass Casualty Commission* ³

The *Study* approach is based on a *form-follows-function* philosophy, and the touchstone is the workload of the Codiac Regional Police within the *Codiac Regional Police Service Agreement* between Canada and the Codiac Regional Policing Authority 2012-2032.

The report of the *Moncton Dieppe Riverview Public Safety Policing Services Study* includes greater detail, background, research, a complete workload analysis, and a literature review of the relevant issues.

³ The Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty, The *Study* reviewed the Recommendations and included or referenced any relevant overlap

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The Vision of Policing in Moncton Dieppe Riverview

Councils' Views

The consultations included elected representatives from: the three municipal Councils of Moncton, Dieppe, and Riverview; Tri-Community municipal administration, employee associations, and the Codiac Regional Police Authority.⁴

The strategic issues expressed by the councils' members, in aggregated form, for policing and law enforcement, are described as follows.⁵

The views of the interviewees as to whether a contracted RCMP service, a regional municipal police force, or a combination of the two, as the most appropriate for Codiac identified the discrete advantages and disadvantages of the models in an objective manner.

The discussions described advantages of the current model, the contracted RCMP, including the economies of scale in providing bilingual officers and specialized services, the assurance of assistance from the Provincial and other RCMP jurisdictions in the case of an emergency or major event, and the advanced training available to personnel. A disadvantage was identified as there being less control and influence over budget and governance and the selection of the senior officer.

The identified advantages of a municipal model included a greater sensitivity and connection to the community and increased ability to meld policing activities with other municipal resources. The challenges of selecting and hiring appropriate sworn staff, and the start-up costs and potentially increased operating costs were viewed as disadvantages.

There was also interest expressed in the concept of a tiered policing and law enforcement model, ranging from a municipal community police combined with RCMP specialized services, to a second tier of enforcement officers to deal with traffic issues and other incidents not requiring the powers of a constable.

Regardless of the policing service model, Councils and municipal staff felt that greater transparency is required in a number of areas: clarity in budget planning and justification for budget requests; communication between the Codiac Regional Police Authority and the three

⁴ RFP 35.1

⁵ Specific administrative and/or operational issues are included in the relevant areas of the Report

municipalities; an evidence-based analysis of the deployment and alignment of police resources to community needs, linked to key performance indicators; the determination of the appropriate staffing level for the policing function; strategic communication with the public; an enhanced police presence in the community; and some councillors requested improved reporting by police to Councils.

The interviewees' views on operational policing included: the social disorder⁶ challenges of homelessness and mental health and the necessary public health support required, increased police presence and public interaction, traffic-related issues, and neighbourhood crime issues.

⁶ Social Disorder: Since the establishment of the New Police in 1829, Disorder and Social Disorder have been recognized in the literature as being distinct from crime committed for gain or malevolence. The First Peel Principle is *To prevent Crime and Disorder*. The Canadian Association of Chiefs of Police developed a *full circle community safety model* including the term *crime and social disorder* in the community, 2012

1 The Nature of the Codiac Policing Workload

Comparisons with other police agencies across Canada, the US, and UK show broad similarities in policing services and in innovations in public safety. The Workload Analysis illustrates the Codiac police were dispatched to 24,929 incidents during a one-year period: 5259 or 21 percent, are represented in just two categories: *unwanted person* and *disturbance*, which indicates social issues and disorder. Three percent represents suicide attempts or threats, and when intoxication incidents are added, this group of, presumably, social disorder related issues represent 25 percent of the dispatched calls for service.⁷

Most of the dispatched calls occur during the day. The noticeable difference is the reduced number of calls during the day at weekends compared to weekdays, and the reverse during the night, with higher numbers at the weekends. The distribution of the hourly call load is comparable to that of many other urban police agencies: the busiest period is between 0900 and 2000 hours.

Types of Incidents in Order of Frequency and Community

Number of Incidents & Communities			
Type	Moncton	Dieppe	Riverview
unwanted person	2544	277	103
disturbance	2001	197	137
suspicious person/vehicle/other	1608	195	146
theft - all types	1592	259	132
break & enter	1144	108	68
police assist *	890	124	81
alarms	734	208	64
traffic offence	689	95	92
suicide attempt/threat	584	106	60
assault	563	50	42
abandoned/hangup 911	493	119	55
compassionate to locate *	470	58	38
mischief	446	44	53
threats/uttering	418	61	45
missing person	377	59	15
motor vehicle collision - injuries	374	70	34
dispute - all types	363	25	25
motor vehicle collision - no injury	351	79	39
drug offences	330	32	19
agency assist *	324	25	20

⁷ Pareto's Principle

well-being check	291	34	26
impaired driving	265	47	38
mental health	247	46	24
public intoxication	209	20	9
hit & run collision	206	43	7
child welfare	190	28	22
property lost/found	189	28	18
shoplifter	188	54	24
harassment	184	29	32
dispute - family	166	31	15
noise complaint	158	56	38
traffic hazard	157	29	11
fraud	141	43	33
breach of court order	132	13	15
motor vehicle collision *	117	21	8
firearms act	100	19	10
roadside suspension	98	7	6
abandoned vehicle	88	11	12
sudden death	85	11	12
fire	78	7	9
keep the peace	70	9	7
trespassing	70	7	3
indecent acts	64	3	3
Information *	64	8	2
sexual assault	42	9	4
vandalism	41	6	6
possession of stolen property	40	4	2
insecure premises	39	4	4
static 911 *	35	10	12
pandemic *	29	9	4
dispute-neighbour	28	5	3
weapon offences	28	4	2
misuse 911 *	28	8	1
assault with weapon	23		
liquor offences	22	1	1
home invasion	21		
armed robbery	19	1	1
animal complaint	16	3	
municipal by law	15	5	3
dispute - spousal	12	2	
motor vehicle collision - fatal **	11	1	
child exploitation	8	2	3
stalking/criminal harassment	7	1	1

request to locate	5	1	2
parking offense	5		1
property check	5		1
counterfeit	5	1	1
harassing phone calls	4	3	
bomb threat	4	1	
abduction	4		1
prostitution	3		
impersonating peace officer	2		
hostage taking	2		
protest/demonstration	2		
off road vehicle act	2		
medical call	1		
alert ready *	1		
unlawfully at large *	1		
explosives	1		
CPIC query outside agency	1		
custody dispute	1		
human trafficking	1	1	
cannabis act	1		
Totals	20367	2877	1705
Overall total ⁸	24,949 ⁹		

* Definitions

- Agency assist: external agencies requiring police assistance
- Alert Ready: calls/information received regarding an existing CIIDS event
- Compassionate to locate: typically, a request from next-of-kin to make a death notification, or to advise family members of a person seriously ill in hospital
- Information: typically, a citizen calling to provide information concerning a police investigation
- Misuse 911: non-emergency use of 911
- Motor vehicle collision: used for all collision if injuries or non-injuries are not obvious
- Pandemic: usually violations of health guidelines
- Police assist: not-defined type of assistance – discouraged as it limits analysis
- Static 911: a 911 call where only static is heard on the line
- Unlawfully at Large: typically, an escapee, or a person absent from a halfway house, or an ankle-bracelet related event

⁸ *perivale+taylor* report CAD003a

⁹ Note that this number of incidents differs from the number of dispatches by 20. This is because 20 incidents are recorded in CIIDS with more than one incident type. The difference is 0.1 percent

** Feedback from Codiac RCMP suggests the total figure should be 2 and not 12. The tables are based on data supplied to the *Study*.

In addition to the calls-for-service responses, the police investigative and court preparation workload has increased. Although dated, one of the few studies that examines the hidden work of follow-up investigations, *A 30 Year Analysis of Police Service Delivery and Costing*¹⁰ in 2005 used a *series of different measures of demand for police service and police capacity (time required to respond to calls)*. *These measures showed that over the last 30 years:*

- *there was an increase in demand for police services that exceeded increases in police*
- *there were a series of court decisions that substantially increased the required number of steps and the amount of paperwork generated in handling cases that proceed to court*
- *there was an associated increase in time for handling specific types of crimes as the legal requirements changed*

Since this study, the amount of forensic evidence involved in police investigations has increased significantly. Many follow-up investigations involve forensic analysis of smartphones for evidence in support of the investigation: it is likely most victims, witnesses, and suspects are in possession of smartphones. This digital forensic component of follow-up investigation imposes a significant time burden on all police agencies. Analysis of these data is complex and may require judicial authorization. Other forms of forensic evidence include recovery and analysis of CCTV security camera videos from businesses, bus-mounted cameras, and homes in the neighbourhood.

A significant organizational issue facing the Codiac Regional Police, the CRP Authority, and the Tri-Community, is the current inability to analyze the workload data in order to accurately measure the workload and deployment of resources.

¹⁰ School of Criminology and Criminal Justice & Centre for Criminal Justice Research, University College of the Fraser Valley. *A 30 Year Analysis of Police Service Delivery and Costing*: 'E' Division. 2005

2 Codiac Staffing and Right Size

Codiac has 153 authorized police positions and 83 municipal staff positions, plus contracted services for the front counter, detention, and janitorial services.¹¹ The staffing numbers in the 15-year budget (found in section 12 below) are based on potential increases in staffing, both for the RCMP and regional municipal police force models, as comparative models only.

The gender ratio average of the Canadian comparators is 24% female officers, which is the same value for Codiac.¹² The ratio of municipal employees to officers is one to 1.8 which is consistent with the leading practice of specialist, non-police, skills being used for positions not requiring peace officer powers. The range of functions provided, both sworn and civilian, is appropriate when compared to comparator agencies and best practices.

The Codiac staffing numbers do not include the specialized services and administrative functions provided through the Provincial Police, RCMP 'J' Division. These services, required by the *New Brunswick Policing Standards*, through economies of scale, represent a considerable cost saving for Codiac and provide the specialized staffing, skills, and equipment required. A new municipal police force would need to provide specialized services – other than provincial or federal services – as there is no other available police agency able to provide such services.

Currently, it is estimated that approximately 20 to 30 additional police and municipal employees¹³ would be required to establish a municipal police force. However, the existing municipal support staff would remain in place.

In addition to the police positions, Codiac deploys a range of non-police staffed public safety services, including: a Community Policing Manager; Community Intervention Officers, including a social worker; an Offender Management function; and Crime Analysts. The City of Moncton deploys Community Safety Officers to complement policing services. The *Study* concludes the combination of the police and non-police functions provide Codiac with an appropriate policing and public safety model.

If a regional municipal police force were to be established, the workload of municipal support functions will increase, including HR administration and technical (police data systems, radios,

¹¹ Moncton and RCMP organization charts 2022

¹² Chapter 3.1

¹³ Based on the current complement of 153 RCMP officers, additional police positions and ME will be required to replace the RCMP specialized services functions provided through 'J' Division

cells phones, computers, fleet). Currently, the number of municipal staff employed by the City of Moncton is 793; an estimated, additional 180 police officers and additional support staff could bring the total to close to one thousand, an increase of twenty-five percent. The downstream effect would be additional City administrative functions, and staff required for purchasing, fleet, radio and communications equipment, and computer support, previously managed by the RCMP, and additional facility space needs.

The analysis of comparator police agencies, although providing a backdrop for the *Study*, does not provide evidence for the appropriate staffing levels. Formulae such as *police-to- population* are not accurate: unique local circumstances such as demographics and age, social issues, geography, and population density have greater effects on policing needs and costs.

The determination of appropriate staffing levels must be based on business cases, which, in turn, are based on workload analyses described below. The analyses can measure the *allocated and proactive time* of the primary patrol and response function combined with a review of follow-up investigations and evidence processing.

3 Workload Analysis

The *Workload Analysis*, based on Codiak RCMP-supplied data (*Computerized Integrated Information and Dispatch System (CIIDS)*), measured the workload of the General Duty or primary investigation functions by *Allocated Time*. That is, the time that police resources respond to, remain on scene, conduct immediate follow-up investigations, and return to service. The analysis calculates:

- *duty time* – defined as the number of hours patrol officers were deployed. For example, a ten-officer watch on a twelve-hour shift totals 120 duty hours
- *administrative time* – defined as the hours consumed by common administrative tasks: pre-shift briefings, lunch and coffee breaks, end-of-shift activities such as processing exhibits, tagging and deposits, and returning equipment. To be consistent with other studies, the administrative time is assumed to be 20%
- *proactive time* – defined as directed patrol for a defined function such as preventative patrols or a presence to deter public disorder, or targeted patrol addressing a known crime problem

- *unallocated time* – defined as duty time minus administration and proactive time. The term Patrol Availability Factor (PAF) is used in the literature to refer to *unallocated time* and is represented as a percentage¹⁴

The *allocated time* for dispatched calls for service provides a reasonable comparative figure. Policies vary across police agencies regarding how or if *proactive time* is captured, making potential comparisons unreliable.

The Codiac *Allocated Time* was calculated at 30%. This is a lower allocated time than the comparator agencies. A typical workload analysis has an allocated time of 50%, administrative time of 20%, proactive time of 10%, and an unallocated time of 20%.

However, Codiac Police feedback to the *Study* suggested the CIIDS data are incomplete and unable to accurately measure allocated time. The *Study* experienced challenges in analyzing the data and determined the CIIDS system is not being used to the extent that it could be, in order to accurately track incident status and officer activity. This is a significant issue which limits the ability of the police, the Tri-Community, and the CRP Authority to assess workload and resourcing needs.

4 Changes in Police Service Providers

In Canada, changes of police service providers have generally occurred through changes in local government structures – which automatically affects the local responsibility for policing, or service provider changes which have been mandated by senior governments. Of the seven Canadian examples examined in the *Study*, five were the result of decisions of senior levels of government, and two were initiated by the municipalities. Two US examples were examined which were municipally led. The New Brunswick government recently announced that a provincial police force is not feasible, because of the costs associated with it and the amount of time it would take to implement such a force.¹⁵

¹⁴ Examples: see Robert Prosser & Associates. Audit Report on Saskatoon Police Services Patrol Staffing Requirements. 2004. [perivale+taylor Declassified Report - Public Security Matter - Policing Resource Review - Jan 14/20 Regional Council | Halifax.ca](#) 2019. [perivale+taylor Crime Prevention and Policing Services Review Report | Gouvernement de l'Île-du-Prince-Édouard \(princeedwardisland.ca\)](#) 2017

¹⁵ Reported by CBC News, April 2023

5 Staffing a New Police Agency

Many agencies encounter obstacles in attracting suitable candidates, and this has contributed to a significant personnel shortage in Canadian police agencies: some agencies are offering signing bonuses to encourage applications. A limited number of comparator agencies show a small percentage of bilingual officers; in Codiak, 85% of RCMP officer positions in Codiak are bilingual, and all RM supervisory positions (corporal and above) are bilingual positions. The recruitment of bilingual officers for a new police agency poses risk as it is not possible to create certainty on the potential number of suitable applicants. The percentage of bilingual officers would need to equal or exceed the current staffing level to maintain the same level of service.

In Codiak, a seamless transition from the current model to a regional municipal police force would, ideally, involve as many local and/or New Brunswick RCMP officers transferring to the new police force. However, the examples of newly established police agencies examined during the *Study* indicate a low percentage of existing police staff transferred to the new agencies. As noted, the number of Canadian police service changes are small and the likelihood of transfers is likely determined by unique local factors.

Pension issues will have a major impact on the ability to transfer to a new agency. In New Brunswick, the lack of ability to transfer a pension to the new employer's pension scheme would be a disincentive. A *Pension Transfer Agreement* (PTA) between the RCMP pension plan to a plan registered under the *Income Tax Act* will need to be established. Currently, no PTAs exist between the RCMP pension plan and a New Brunswick plan and *it may take some time to negotiate a PTA*.¹⁶

¹⁶ Found at [Pension Transfer Agreements Package - Plan information - Retired members - Royal Canadian Mounted Police pension - Canada.ca](https://www.rcmp.gc.ca/en/pension-transfer-agreements-package-plan-information-retired-members-royal-canadian-mounted-police-pension-canada.ca)

6 Comparisons of Codiac Models

The advantages and disadvantages of the three policing models considered are summarized in the following tables.

6.1 Codiac Regional RCMP

Codiac Regional RCMP	
Advantages	Disadvantages
<ol style="list-style-type: none"> 1. Projected operational costs will not be affected 2. Lower projected costs than the municipal police force 3. Operational policing infrastructure, specialized services, and facilities, are in place 4. Administrative support services are in place and provided by Canada 5. Codiac Region will maintain a seamless police service with the adjacent jurisdictions 6. Bilingual service is the responsibility of the RCMP, at the current rate of 85% of the Codiac RM positions and 100% of the supervisory and management positions¹⁷ 7. The Regional Police Service Agreement provides for additional police resources to assist Codiac for emergencies and special events¹⁸ 8. Cost sharing 90% municipal and 10% Canada 9. Flow through of personnel provides broad experience and specialized experience 10. The new police building is customized for the current regional RCMP workload and model 11. Specialized services facilities are in place 12. RCMP absences over 30 days are not invoiced to Codiac 13. Liability rests with Canada 	<ol style="list-style-type: none"> 1. Lack of control over costs other than determining the number of police officers through the RPSA 2. The Regional Police Service Agreement permits a temporary transfer of personnel from Codiac to assist other areas for emergencies and special events 3. Limited involvement or influence over the administration and policy of the contracted service 4. Flow through of personnel may weaken some community relationships 5. Uncertainty regarding the effects of the recently-formed RCMP bargaining agent, the National Police Federation, on future costs 6. RCMP is not subject to NB Standards 7. Limited involvement in the selection of the senior officer

¹⁷ Codiac RCMP

¹⁸ RPSA Article 1.0 Interpretation: k) Emergency means an urgent and critical situation of a temporary nature that required a deployment of additional police resources to maintain law and order, keep the peace, or protect the safety of persons, property or communities; kk) Special Event means an event of a short duration that is organized in advance, for which the overall responsibility for policing rests with the provincial government, and for which additional police resources are required to maintain law and order, keep the peace, or protect the safety of persons, property or communities

6.2 Codiac Regional Municipal Police Force

Codiac Regional Municipal Police Force	
Advantages	Disadvantages
<ol style="list-style-type: none"> 1. Locally focused policies 2. The Regional Policing Authority could continue its role for the new police force 3. Local employer and oversight body 4. More stability and longevity for police personnel within the community and greater familiarity with local policing needs 	<ol style="list-style-type: none"> 1. HR high risk and challenges in attracting, selecting, and employing the range of staff with the required skills and experience, personnel for start-up of a bilingual service. 2. High start-up costs 3. Uncertainty and risk over actual compared to projected transition and operating costs 4. Higher projected costs and loss of 10% Canada cost sharing 5. Specialized services will need to be provided internally 6. Policing in Codiac, and the contiguous jurisdictions, would be fragmented between police agencies 7. Fewer opportunities for specialized advancement for personnel compared to the RCMP 8. Risk of bilingual service challenges (see 1 above) 9. The Tri-communities would assume responsibility for the administrative and support functions of the police 10. Limited additional resources to deploy to emergencies and special events compared to the RCMP 11. Building space challenges and costs due to the need to house specialized services 12. Codiac bears the cost of absent staff 13. Liability rests with Codiac

6.3 Hybrid – Codiac Regional Municipal Police Force and Specialized Services

A hybrid model may comprise a Codiac regional municipal police force – providing the advantages and disadvantages of the municipal model above, while using contracted specialized services.

The two other larger police forces in New Brunswick are Saint John Police and Fredericton Police. Both agencies receive some specialized services from RCMP 'J' Division.¹⁹ The distances involved²⁰ and that these police forces are smaller than a potential Codiac municipal police force, rule out them providing the necessary range of specialized services.

It is theoretically possible for the current specialized services provided by the RCMP to remain in place as a *fee for service* for a hybrid model. However, this is an unknown factor which creates uncertainty and risk. The *Provincial Police Service Agreement* (PPSA) between Canada and the Government of the Province of New Brunswick includes:

Article 2.4, The Provincial Minister, in consultation with the Commanding Officer, may require the Provincial Police Service from time to time to temporarily provide assistance or special expertise to other police agencies in the Province

The PPSA provides for *temporary assistance from time to time* which would not include the required on-going assistance for forensics and serious crime investigations, and other specialized investigations such as Police Dog Services and the Emergency Response Team. These investigations will form part of the daily workload of the Codiac Region. For the Hybrid model to function, the national-model PPSA would need to be amended by Canada.

The regional municipal police force could provide community policing, initial response, and investigations limited to those within the capabilities of general duty staff. The opportunities for police personnel for more specialized work and advancement would be limited.

The challenges of such a model, especially the requirement to provide specialized services, listed above, also involve attracting bilingual staff to an agency with limited career paths.

For these reasons, a hybrid model is not deemed feasible.

¹⁹ J Division MOUs for Specialized Services

²⁰ Fredericton to Moncton, 177km and 1 hour 50 mins; Saint John to Moncton, 153km and 1 hour 34 mins. Source, Google maps

7 Social Disorder and Mental Health and Related Issues ²¹

There is a growing understanding amongst academics and practitioners within the fields of policing and public health of the indivisible link between public safety and public health. Calls to reform have suggested a shift away from siloed, reactionary measures towards policies and practices that encourage upstream, multi-sector collaborative initiatives which advance procedural justice and, in turn, enhance the trust in, and legitimacy of, policing. And, most importantly, provide an appropriate care response for persons in crisis.

A tension in this position is that, usually, across Canada and in New Brunswick,²² only the police have the authority and responsibility, under *mental health acts*, to *apprehend a person apparently suffering from a serious mental illness of a nature or degree that likely will result in harm to the person or harm to another person.*²³ Urban policing is funded by local communities, while health care is a provincial responsibility. The two systems face challenges in integrating staff, funding, and services.

A review of international models of police response to mental health found the most common models of response include specialist training, co-responder models, and mental health first-aid training, but also suggest the evidence base for these different models remains limited. Consequently, it is surmised, a policing service looking to adopt an evidence-based response will struggle to navigate what remains a somewhat sparse body of literature.²⁴

Even when there are specialized mental health resources available, in urgent and potentially dangerous cases, and the episodic nature of the incidents, the police will likely be called upon to intervene immediately. The likelihood of the police being called is increased as the police are often the only twenty-four-hour seven-days-a-week community response. Also, the difficulty of accurately screening calls for assistance, creates challenges. There is a tendency to defer in favour of sending the police. Consequently, this occurs even when the special skills or authority or equipment of the police is not required. In Codiak, a partnership between the RCMP and Health Networks responded to 490 mental health events in 2022.

²¹ Social Disorder: Since the establishment of the New Police in 1829, Disorder and Social Disorder have been recognized in the literature as being distinct from crime committed for gain or malevolence. The First Peel Principle is *To prevent Crime and Disorder*. The Canadian Association of Chiefs of Police developed a *full circle community safety model* including the term *crime and social disorder* in the community, 2012

²² It appears that the police responsibility for mental health crises and protective apprehensions is common across Canada, the US, and the UK. As part of the best practices in crisis health management, a *perivale+taylor* team member attended the National Conference on Policing and Mental Health in the UK, Brighton, October 2022

²³ New Brunswick *Mental Health Act* s.10

²⁴ Thomas and Kesic, 2019

Research identified evidence for the benefits of multi-agency collaboration from various human services perspectives and sectors, such as health care providers, social services, mental health, disability care, addictions, and chronic disease prevention. From a criminal justice perspective, research also demonstrated added value to multi-agency human service delivery involving the police, social services, probation, young offenders, and offender re-integration.²⁵

Many Canadian police agencies, including Codiac, have implemented integrated responses to mental health crises. There are differences in the Canadian and US models. Generally, Canadian and UK approaches involve partnerships between the police and other agencies, often deploying joint teams and/or integrated approaches. US examples more frequently use non-police agencies as the lead with the filter occurring at the initial call to the emergency communication centre, typically 911.

The most well-known example of police innovation in this area is CAHOOTS. Eugene's (Oregon) *Crisis Assistance Helping Out on the Streets* (CAHOOTS) Program is a 30-year operational mobile crisis intervention program staffed by White Bird Clinic personnel and funded by the Eugene Police Department (EPD). CAHOOTS was developed to support the EPD by circumventing unnecessary police presence in non-criminal, low risk, 911 calls which more appropriately required a *social service type response*: incidents related to mental health, substance abuse, suicide threats, conflict resolution and welfare checks, by offering a variety of services such as crisis counseling, suicide prevention, conflict resolution, housing assistance, and substance abuse or other resource referrals.²⁶ The City funds CAHOOTS through the Eugene Police Department, currently \$835,656.²⁷ The current contract ends in June 2023 and has been extended for a year.

The importance and value of collaborative intervention was identified by the Canadian Association of Chiefs of Police (CACP) through its *Institute for Strategic International Studies*.²⁸ The CACP's research concluded that policing does not have to be limited to enforcement, but should seek to collaborate with other human service professionals in reducing individual risks. It is surmised that this approach would have a far greater positive effect on crime and violence than traditional law enforcement.²⁹

²⁵ Nilson, 2014

²⁶ Found at [CASE STUDY: CAHOOTS | Vera Institute](#)

²⁷ Contract between the City of Eugene and White Bird Clinic 2019 to June 2023

²⁸ ISIS, 2008; ISIS, 2009

²⁹ ISIS, 2009

Codiac RCMP deploys a range of staff to provide various public safety initiatives: community-based programs, community intervention officers, in addition to the Health Networks partnership described above. In Moncton, the City deploys community safety officers.

It is noted that the Recommendations of the *Mass Casualty Commission* include:

*The Commission recommends that:*¹

- a) *The Province of Nova Scotia should establish a comprehensive and adequately funded model of mental health care service provision for urban and rural Nova Scotians. This model should include first response to those in mental health crisis and continuing community support services to prevent mental health crises from arising or recurring*
- b) *The federal government should subsidize the cost of these services at a minimum proportion equal to the proportion to which it subsidizes RCMP policing services*

8 Crime Severity Indices

The Crime Severity Index (CSI) measures changes in the level of severity of crime in Canada from year to year. The CSI includes all *Criminal Code* violations including traffic, as well as drug violations and all federal statutes. In the Index, all crimes are assigned a weight based on their seriousness, which are based on actual sentences handed down by the courts in all provinces and territories. More serious crimes are assigned higher weights, less serious offences lower weights. As a result, more serious offences have a greater impact on changes in the index. CSI was introduced in 2009 and was developed at the request of the policing community to address limitations to the traditional Crime Rate measurement.²

From 2012 to 2021, New Brunswick and the two urban centres of Fredericton and Codiac reported increases in CSI, while Saint John reported a modest reduction. Codiac had the fifth-highest CSI of the 14 national comparators, but the largest percentage increase, especially over the past four years.

There is no clear pattern in CSI across the country. The CSI of 15 municipal comparator jurisdictions illustrates eleven increases during the ten years 2012 to 2021, averaging 19.2 percent, and four had decreases averaging 21.8 percent.

¹ Recommendation P.60 Providing Mental Health Care. Recommendation V.2 also refers to a Public Health Approach

² Statistics Canada

While the crime severity index is considered a better measure of crime seriousness compared to crime rates, it is still largely influenced by population size.³² This is usually described as smaller cities having big-city-downtown issues, but the smaller population fails to ameliorate the crime numbers.

9 Policing Standards

The New Brunswick *Provincial Policing Standards* apply to all police forces³³ in New Brunswick, and address Roles and Responsibilities, Organization, Personnel, Operations, and Support Services.

In keeping with the *Police Act*, the determination of the level of compliance with the standards shall be through a *system of inspection and review of Police Forces*. Should it become necessary to address serious indicators of non-compliance with the standards, *the Act* empowers the Minister to entertain corrective measures.³⁴

The *Standards* are not applicable to the RCMP, where the *Provincial Police Service Agreement* between the Government of Canada and the Government of New Brunswick,³⁵ and the *Codiac Regional Police Service Agreement* between Canada and the CRP Authority³⁶ address the matter.

... the Commissioner will harmonize those standards or procedures to be substantially similar to or exceed the comparable professional police standard or procedure applicable to all other police services in the Province ...

The *Standards* require:

Police forces as part of the criminal justice system and in accordance with the Charter, are responsible for

- *maintaining peace and order*
- *protecting lives and property*
- *preventing and investigating crime*
- *providing policing services responsive to community needs*

³² Hodgkinson T. School of Criminology and Criminal Justice, Griffith University. 2021

³³ *Police force* means a police force established for a municipality or for a region but does not include the Royal Canadian Mounted Police. *Police Act* section 1

³⁴ Department of Justice and Public Safety, Ministerial Directive, *New Brunswick Policing Standards*, 2017. Found at PolicingStandards.pdf (gnb.ca)

³⁵ Article 6.5 c)

³⁶ Article 6.5

Policing services should be provided throughout New Brunswick in accordance with the following principles. Policing services are to be:

- *delivered effectively, efficiently, and impartially to all persons*
- *delivered on the basis of a partnership between the police and the community, and responsive to community needs*
- *sensitive to the needs of victims of crime and all other users of policing services*
- *sensitive to and strive to represent the diverse character of the community being served*
- *and conducted in a manner that maintains the trust and respect of the public (through adherence to strict ethical standards)*

The *Policing Standards* are comprehensive and provide a detailed framework for the development of a new police force.

Examples of New Brunswick Standards relevant to the *Study* and development of a new municipal police force include:

OPS 3.11 Police forces shall provide or have access to specialized services on a 24-hour basis and shall include, but is not limited to:

- a) polygraph services*
- b) police dog service*
- c) forensic identification services*
- d) scenes of crime officer (SOCO) or crime scene investigator*
- e) crowd control / public order unit*
- f) collision reconstructionist, or collision analyst*
- g) major/serious crime investigations (including but not limited to special investigations)*
- h) explosives disposal*
- i) Emergency Response Team (ERT)*
- j) incident commander*
- k) hostage negotiator*
- l) marine operations*
- m) Underwater Recovery Team (URT)*

Policing standards have evolved from requiring police agencies to have policies and procedures to address operational and administrative functions, to prescriptive and detailed procedures to ensure that leading practice and professional approaches are followed. The *Report*, Appendix B, includes examples of policing standards across Canada, the US, and the UK.

10 Governance

Growing economic, social, political, and technological changes of the 21st century is driving policy interest in reshaping policing and restructuring police organizations. Literature has pointed to the fact that too little attention is being paid to the development of effective police governance models to inform these calls for change. Literature also notes insufficient evidence to support or, conversely, not support specific strategies such as mergers or amalgamations of agencies. Instead, recommendations are often based upon underlying and unproven declarations.³⁷ Drawing firm conclusions has proven difficult amid this evolving landscape, and literature base. The *Report, Moncton Dieppe Riverview Public Safety Policing Services Study*, Appendix 6.1, includes a literature review of governance issues.

In 2011, the Department of Public Safety issued the *Police Governance and Oversight in New Brunswick Policy Guidelines* (Guidelines). These guidelines apply to the *Codiac Regional Police Authority* (CRP Authority or Authority), as well as to other models of police governance used in New Brunswick.

The Guidelines require the CRP Authority to endorse a community policing approach and philosophy. The Guidelines provide direction for setting targets; budget development and process; strategic planning; communication with stakeholders; assessment and management of risk; human resources and complaints against police and actions of the Authority or members of the Authority; and administration of the Authority including composition, terms, code of conduct, Authority evaluation, and training.

The terms of reference through CRP Authority policy are:³⁸

- a) *Seek out and receive input regarding the community safety and security needs within Codiac Region*
- b) *Set the goals, priorities, and objectives of the Regional Police Service. Given the nature of the Regional Police Service Agreement contractual arrangement, no priority, objective, or goal can be intended to interfere with the internal administration of the Regional Police Service (the RCMP Detachment)*
- c) *Provide advice to the Regional municipalities regarding the financial and resourcing needs of the Regional Police Service*
- d) *Monitor the implementation of the priorities and goals and objectives of the Regional Police Service*

³⁷ Mendel, Fyfe, and den Heyer 2017

³⁸ CPRA Policy G-005

- e) *Manage effectively and monitor the financial activities of the Regional Police Service*
- f) *Provide periodic reports as reasonably required to key stakeholders such as the Province, the councils, and the community*
- g) *Conduct the governance of the Regional Police Service according to the Police Act of New Brunswick*

Oversight of the Codiac RCMP is governed by the *Codiac Regional Police Service Agreement (CRPSA)*, 2012, between Canada and the Codiac Regional Police Authority:

Article 6.0 Management of the Codiac Regional Police Service

- 6.1 *The CEO may set the objectives, priorities and goals of the Codiac Regional Police Service which are not inconsistent with those of the Provincial Minister and document those objectives, priorities, and goals no more than annually, and in concert with the annual RCMP planning cycle*
- 6.2 *The internal management of the Codiac Regional Police Service, including its administration and the determination and application of professional police standards and procedures, will remain under the control of Canada*
- 6.3 *The CEO will determine, in consultation with the Commissioner, the level of policing services to be provided by the Codiac Regional Police Service*
- 6.4 *Nothing in this Agreement will be interpreted as limiting in any way the jurisdiction of the Province in respect of the administration of justice and law enforcement in the Province*

The Chief Executive Officer (CEO), in most *Police Service Agreements*, is defined as the mayor of the municipality, but in the CRPSA, the CEO is defined as the Chairperson of the Codiac Regional Policing Authority.³⁹

The CRP Authority policy manual is comprehensive⁴⁰ and includes the Vision

*To provide effective governance that facilitates innovative and responsive policing to create a safe community through the forging of strategic partnerships between the police and the community.*⁴¹

*The CRP Authority will strive to uphold the following principles:*⁴²

- *Consultation and collaboration with the diverse community and its various stakeholders*

³⁹ Article 1.1 b)

⁴⁰ Found at [CRPA Governance Policies - Codiac Regional Policing Authority \(crpa-aprc.ca\)](http://crpa-governance-policies-codiac-regional-policing-authority/crpa-aprc.ca)

⁴¹ Policy G002

⁴² Policy G003

- *A customer/client focus*
- *Continuously striving for excellence in policing*
- *Ongoing evaluation and improvement*
- *Outcome-focused*
- *Participative leadership and governance*
- *Impartiality, transparency, and accountability; and*
- *A partnership between the police, the CRP Authority, the municipal funding partners, the Province of New Brunswick, and the Government of Canada*
- *Local adaptation*

Although the CRPSA refers to the Chair of the Authority, the decision making by the Authority is governed as follows:

The CRP Authority has duties and powers as a group. Individual Members do not have any authority. The Chairperson or a designate has authority only when delegated by collective board decisions ⁴³

The Governance Guidelines of

Seek out and receive input regarding the community safety and security needs within the municipality/region ⁴⁴

is consistent with the *Study* Recommendation 4.

Regardless of the policing service model, during the *Study* consultation, Councillors felt that greater transparency is required in several areas:

- clarity in budget planning and justification
- communication between the Authority and the three municipalities is desired
- an evidence-based analysis of the deployment and alignment of police resources to community needs, linked to key performance indicators
- the determination of the appropriate staffing level for the policing function
- strategic communication with the public
- an enhanced police presence in the community
- improved reporting by police to councils.

The Tri-Community is well representation on the Authority:

- 7 from the City of Moncton
- 2 from the City of Dieppe

⁴³ Policy G004

⁴⁴ Policy G005

- 2 from the Town of Riverview
- 1 from the Province of New Brunswick

At least one representative from each community is to be an elected official.

In order to address the issues described above, the Tri-Community should ensure persons appointed to the Authority are suitably prepared to exercise their responsibilities on behalf of their municipality and the Tri-Community.

The Authority has an opportunity to establish a community feedback process, and work more transparently with Councils.

The Tri-Community may wish to consider the Chair and specific members receive remuneration to recognize the complexity of the Authority's responsibility, the size of the annual budget, and the time and effort of the Chair and individual members.

A paid, part-time executive director, reporting to the Chair, could assist with the everyday operation of the Authority and allow the Chair and Members to focus on governance matters.

The composition of the Authority and the comprehensive governance policies represent leading practices.

11 Space Assessment Needs and Satellite Offices

The Assessment explored the physical infrastructure implications of the various operating models:

- The existing Codiac RCMP Policing building infrastructure in 2023
- The planned and partially completed replacement Codiac RCMP Policing building infrastructure
- The 20-year projected building infrastructure space needs to support:
 - Regional RCMP Police to 2044
 - Regional Municipal Police Force to 2044
- The variances between the planned replacement detachment building and the projected requirements

The Assessment indicates that the Regional Facility which is under construction is not appropriately sized to accommodate the 2044 projected service needs of either policing model, RCMP or municipal. It is estimated that the Regional Facility would have to be expanded by 12%

or 800 *Building Gross Area* m²⁴⁵ to meet the 2044 service demands of a Regional RCMP Police Force and 41% or 2,780 BGM² to meet the demands of a Municipal Police Force.

The facility space needs of a municipal police force exceed that of a Regional RCMP Police Detachment. The core functions of the police force under both models are similar but the differentiating factor is that the municipal force would not have access to the specialized services and support of 'J' Division, necessitating additional staff, equipment, and space to meet service delivery requirements. The projected 2044 building space needs for a municipal police force is ~30% larger than that of a Regional RCMP and 18% larger for site requirement.

The projected costs for the expansion of facilities to meet the 2044 projected needs for a municipal police force are \$26.7 million, including \$13.7 million for new Forensic and Major Crime facilities. The projected costs for the expansion of facilities to meet the 2044 needs of a Regional RCMP are \$7.7 million.

The projected expansion of facilities in order to meet the 2044 service demands provides opportunities for a later assessment of the most effective and/or efficient allocation of facilities and resources. The centralization of resources usually provides greater efficiencies and economies of scale, whereas decentralization into Dieppe and Riverview may provide enhanced local policing. A later assessment will include several years' operation of the new facility and planning can be based on this experience. In addition, more accurate data collection and workload analyses will afford more appropriate deployment of resources.

Police storefronts or satellite offices were introduced during the 1990s as a community-based policing strategy. The offices were usually located in high traffic areas and neighbourhoods. The concept often included citizen volunteers staffing the storefront, and other services, such as victim support and counselling. Neighbourhood police officers worked from the storefronts and the storefronts also provided space for other police officers to write reports and make follow-up phone calls.

However, the age of email, Internet, on-line reporting, cellular phones, and police computerized communications have rendered some of the original purposes of storefronts/satellite offices no longer relevant.

⁴⁵ Building Gross Area is the total area of all levels of a building as measured to the outside face of exterior walls. It includes all rooms/areas, internal and external circulation, building systems, and interior and exterior walls. Building Gross area is measured in square meters (m²) and represented by BGM²

In previous reviews, *perivale+taylor* found uncertainty regarding the mandate, opening hours, and services provided through police storefronts. This often resulted in callers being redirected to the main police building front counter. The costs and resources of the storefronts were significant and the outcomes unmeasured.

If satellite offices are considered, the planned office at 795 Main Street, Moncton, can be used as a model and the functions, resources, activities, and the outcomes measured. The service effectiveness and cost effectiveness of the satellite office should be assessed.

The *Codiac Policing Space Needs Assessment* is a separate report.

12 Policing Costs

Two options are considered in this cost benefit analysis of service delivery alternatives. The first is to remain with the RCMP model and the second is to consider a municipal police force. Qualitative considerations will add context to quantitative findings. Complete details of the costing are found in the *Moncton Dieppe Riverview Public Safety Policing Services Study*.

Currently, the cost of specialized services is primarily a *no cost* to Codiac until they are used – then Codiac pays the overtime costs and costs of supplies (if applicable) required by the members of the specialized units for the relevant time. For some services, such as Forensic Identification, Emergency Response Team, and Technical Crime, there is a cost-sharing agreement with 'J' Division, where Codiac pays a portion of the full teams, or, in lieu of payment, provides police staff to the teams.

The projected budget for municipal policing includes funds for non-billable services provided by the RCMP. These include insurance for claims, litigation, and settlements; training; HR payouts and general overhead. The fifteen-year projected budget also includes legal services, technology hardware, software, and licensing as well as support services and executive leadership.

RCMP billable services through Divisional Administration fees are costs expected for a municipal service and remain in the municipal budget with inflationary increases. Liability insurance examples from the comparators indicate an anticipated annual cost of \$200,000.

Continuing with the Regional RCMP will cost approximately \$132 million less in the projected fifteen-year budget than the cost of transitioning to a regional municipal police force. This amount

is an estimate of costs including a five-year transition period, and eight years of municipal policing operations costing more *per annum* than the current RCMP service.

Two Options Compared – 2023 to 2037

	RCMP	Municipal	Difference
15-Year Base Budget	\$ 932,520,000	\$ 990,798,000	\$ 58,278,000
Transition Costs	-	\$ 73,515,000	\$ 73,515,000
Total	\$ 932,520,000	\$ 1,064,313,000	\$ 131,793,000

The Space Needs Assessment, described above, estimates building costs as:

Options	Estimated Capital Cost of Expansion
Expansion of the Regional Facility to meet 2044 projected needs of a Regional RCMP Police Force	\$7,705,000
Expansion of Regional Facility to meet 2044 projected needs of a Municipal Police Force <ul style="list-style-type: none"> ▪ Including a standalone Forensic and Major Crimes building projected at \$13,870,000 	\$26,768,000

Recommendations

1. The Tri-Community should retain the current RCMP Codiac Regional Police model
2. The Tri-Community should request the CRP Authority to make RCMP annual police workload analyses a priority under Article 6.1 of the *Codiac Regional Police Service Agreement*
3. Staffing decisions should be based on business cases from workload analyses
 - a. Improvements to data collection and processing will be required
4. The Tri-Community should request the Authority
 - a. establish a *community feedback* process on public safety and policing matters
 - b. provide greater transparency and consultation with the Tri-Community Councils
5. The Tri-Community should encourage and support any initiatives by the Authority in integration and partnerships with other service providers in addressing social disorder challenges complementing the mental health related Recommendations of the *Mass Casualty Report*⁴⁶
6. The Tri-Community should support the Authority in:
 - a. ensuring persons appointed to the Authority are suitably prepared to exercise their responsibilities on behalf of their municipality and the Tri-Community
 - b. establishing appropriate remuneration for the chair and specific members
 - c. establishing an Executive Director position, reporting to the Chair, to manage administrative functions

⁴⁶ The Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty

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