

Moncton Dieppe Riverview Public Safety Policing Services Study

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.

Executive Summary

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 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, and with senior Codiac Regional Police officers and RCMP 'J' Division
- interviews with the New Brunswick Department of Justice and Public Safety Canada staff
- 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* identified significant costs, challenges, and risk in considering a move to create a regional municipal police force, and a combined model is not considered feasible. A transition plan to a regional municipal police force would require – most importantly – a long-term agreement and commitment by all stakeholders: the community, councils, the Department of Justice, and Public Safety Canada to move ahead with a change in service provider.

Other effects of a change would be the economies of scale for the Provincial Police which may affect the federal and provincial regional specialized services serving both Codiac and the surrounding areas.

Staffing a new, bilingual municipal police force, requiring approximately 180 officers with a suitable range of skills and experience would be difficult and pose a high risk. Many Canadian police agencies report declining numbers of suitable applicants. In the small number of examples of police service provider change examined during the *Study*, only a small percentage of incumbent officers transferred to the new agencies. In New Brunswick and Codiac, there is no

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

pension transfer agreement which would be required to allow RCMP officers to easily stay in place in a newly-formed municipal police force.

The projected start-up and ongoing costs for a regional municipal police force would be significantly higher than the projected costs for the current model.

A Workload Analysis, measuring the policing workload, was conducted which can be used to determine community needs, appropriate staffing levels, and deployment of resources.

A significant public safety issue in the Tri-Community is social disorder⁴ which may underlie at least twenty-five percent of the policing calls for service. The Regional Police have a partnership with a mental health agency addressing select incidents.

The projected costs for the expansion of facilities to meet the 2044 projected needs for a municipal police force with additional space requirements, are considerably higher than the projected costs for RCMP facilities.

⁴ 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

Recommendations

1. The Tri-Community should retain the current RCMP Codiac Regional Police model
2. The Tri-Community should request the Codiac Regional Police Authority (CRP Authority or the 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 to:
 - 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*⁵
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

⁵ The Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty

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Issue Summaries

The Nature of Codiac 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 represents 25 percent of the dispatched calls for service.⁶

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.⁷

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*⁸ 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

⁶ Pareto's Principle

⁷ Chapter 2.2

⁸ 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

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.

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.⁹ The staffing numbers in the 15-year Codiac police comparator budget projections are based on potential increases in staffing, both for the RCMP and municipal police force models.

The gender ratio average of the Canadian comparators is 24% female officers, which is the same value for Codiac.¹⁰ 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 the powers of a peace officer.

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.

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 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 police agency available able to provide such services.

Currently, it is estimated that approximately 20 to 30 additional police and municipal employees¹¹ would be required to establish a municipal police force. However, the existing municipal support staff would remain in place.

⁹ Moncton and RCMP organization charts 2022

¹⁰ Chapter 3.1

¹¹ 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

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, cell 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 in Codiac. Formulas 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.

Workload Analysis

The *Workload Analysis*, based on Codiac 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 percentage.¹²

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* advised 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.

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.¹³

¹² 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

¹³ Reported by CBC News, April 2023

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 Codiac, 85% of officer positions in Codiac 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 Codiac, 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*.¹⁴ PTAs are in place between RCMP and police agencies in Quebec, Alberta, and British Columbia.

Social Disorder and Mental Health and Related Issues

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.

¹⁴ Found at [Pension Transfer Agreements Package - Plan information - Retired members - Royal Canadian Mounted Police pension - Canada.ca](#)

A tension in this position is that, usually, across Canada and in New Brunswick,¹⁵ only the police have the authority and responsibility, under the *Mental Health Act*, 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*.¹⁶ 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.¹⁷

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 911.¹⁸

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. Consequently, this occurs even when the special skills or authority or equipment of the police is not required. In Codiac, a partnership between the RCMP and Health Networks responded to 490 mental health events in 2022.

Codiac RCMP deploys a range of staff to provide various public safety initiatives: community-based programs, community intervention officers, and, in Moncton, the City deploys community safety officers.

¹⁵ 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

¹⁶ New Brunswick *Mental Health Act* s.10

¹⁷ Thomas and Kesic, 2019

¹⁸ Appendix 3.3.1 provides a range of examples

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.¹⁹

From 2012 to 2021, New Brunswick and the two urban centres of Fredericton and Codiac reported large increases in Crime Severity Indices (CSI), while Saint John reported a modest reduction. Codiac had the fifth-highest CSI, 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.²⁰

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.²¹ This is usually described as smaller cities having big-city-downtown issues, but the smaller population fails to ameliorate the crime numbers.

Policing Standards

The New Brunswick *Provincial Policing Standards* apply to all police forces²² 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

¹⁹ Statistics Canada

²⁰ Chapter 3.2

²¹ Hodgkinson T. School of Criminology and Criminal Justice, Griffith University. 2021

²² *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

to address serious indicators of non-compliance with the standards, *the Act* empowers the Minister to entertain corrective measures.²³

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,²⁴ and the *Codiac Regional Police Service Agreement* between Canada and the CRP Authority²⁵ 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 ...

Governance²⁶

The NB *Police Act* prescribes the composition of police boards with a combination of residents and council members appointed by Council, and residents appointed by the Minister. This is consistent across Canada, providing a balance of perspectives and shielding boards from undue political influence and maintaining the operational independence of the police.

The reporting relationship of RCMP detachments under *Municipal Police Service Agreements*, including the *Codiac Regional Police Service Agreement* is

The CEO²⁷ may set the objectives, priorities and goals of the Codiac Regional Police Service is for the RCMP

The Member in Charge will:

implement the objectives, priorities, and goals as determined by the CEO and report as reasonably required to either the CEO ... on the implementation of the objectives, priorities and goals set by the CEO

Although the Agreement specifies the Chair of the Authority, the decision making by the Authority is governed as follows:

²³ Department of Justice and Public Safety, Ministerial Directive, *New Brunswick Policing Standards*, 2017. Found at PolicingStandards.pdf (gnb.ca)

²⁴ Article 6.5 c)

²⁵ Article 6.5

²⁶ Chapter 6

²⁷ Chief Executive Officer or CEO means the Chairperson of the Codiac Regional Policing Authority. Article 1.1 b)

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 ²⁸

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
- 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 represented on the Authority, appointing eleven of the twelve members, three of which are Councillors.

In order to address the issues listed 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 composition of the Authority and the comprehensive governance policies represent leading practices.

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.

²⁸ Policy G004

Space Needs Assessment and Satellite offices ²⁹

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* m²³⁰ 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.

²⁹ Chapter 4

³⁰ 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

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.

In previous reviews, *perivale+taylor* found uncertainty regarding the mandate, opening hours, and services provided through the 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 neighbourhood satellite offices are considered, the 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 can then be assessed.

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.

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.³¹

In addition, the expansion of facilities for a municipal police force is projected to cost \$19 million more than the expansion for the RCMP.

³¹ Chapter 9.1

Acknowledgements

The *Study* team received significant support and cooperation from: elected officials and staff of the Cities of Moncton and Dieppe, and the Town of Riverview; the Codiac Regional Police Authority; members of the Codiac Regional Police; RCMP 'J' Division; the National Police Federation and New Brunswick Municipal Police Association; and other police agencies in Canada, the US, and the UK.

The *Study* team is especially grateful to these people who provided invaluable information and advice. Their contributions were well prepared and constructive.

Objective of the Study

The objective was to conduct a thorough study of the requirements for a modern public safety police service and to compare and contrast the delivery of policing services through the use of either a regional RCMP police force or that of a regional municipal police force or, a combination of both services, if feasible.

The analysis included: identifying the type of services to be provided, such as community policing, patrol, mental health and addiction services, mobile crisis unit, and specialty units, based on current best practices and future innovative approaches; determining the number of enforcement officers required (along with their reporting structure); the number of civilian administrative support staff; and any specialized teams.

Consideration was given to the evolution of policing operations over a ten-to-fifteen-year horizon, considering growing social issues occurring in the Tri-Community, such as mental health, homelessness, major crimes, violent crimes, drug addiction, organized crime, cybercrime, an increase in the diversity of our respective communities, and other emerging issues, as identified by the analyses.

The *Study* explored the broad range of issues involved in establishing the service requirements of each policing service option, supported by statistical data, projections and trends, reports, leading-edge and emerging technologies or programs in policing operations, financial data supplied by the City of Moncton and other third parties, and other sources of information.

The *Study* provided a detailed cost analysis and comparison of a modern regional RCMP police force versus that of a modern regional municipal police force or a combination of both providers.

The *Study* included a Space Needs Assessment is to quantify the current and future facility and site space requirements for the Regional RCMP and a regional municipal police force to understand how they differ.

Framework of the Report

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 2012-2132. In addition, the *Police Act* and the *Policing Standards*³² were used as touchstones for governance and for a potential municipal regional police model.

For the purpose of the *Study*, the *workload* of the Codiac Regional Police (CRP) is defined as the delivery of police services, that is, the *calls-for-service*, *police investigations*, and *proactive strategies*. The workload was then compared to the CRP staffing allocations, and to comparator police agencies. 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 *Study* follows the *Scope of Study*³³ listed in the *Request for Proposal* and used the workload as the guide to consider staffing, deployment, specialized services, geographic and temporal crime and disorder events, and facilities. The potential for the establishment of a municipal regional police force was explored considering staffing, transition processes, costs, and the advantages and disadvantages of the policing models.

Consultation included the municipal councils, the Codiac Regional Police Authority, senior municipal staff, sworn and civilian personnel of the CRP, the New Brunswick Department of Justice, RCMP 'J' Division, other police agencies in Canada, the US, and UK, the National Police Federation, the New Brunswick Municipal Police Association, and the Atlantic Police Academy. A total of over 50 people were consulted and relevant aggregate views were included as appropriate in the *Report*.

Actual and planned changes in police service providers were examined across Canada, the US, and the UK. Projected budgets for the current RCMP model and a potential municipal model were projected over 15 years.

³² The New Brunswick Policing Standards do not apply to the RCMP but are useful touchstones

³³ RFP Section 3.4

Benchmarking was conducted through comparator Canadian municipal police agencies using a number of measurements of workload compared to staffing.³⁴ The participating agencies were guaranteed anonymity in return for the provision of information which is not normally in the public record. It is assumed that the information provided by the agencies is correct. Additional information was gleaned from publicly available police and municipal publications, provincial ministries, and Statistics Canada.

Research and literature reviews were conducted internationally, the summaries of which are included in the relevant chapters and the body of research is found in the appendices.

The global Recommendations are listed and grouped in the executive summary above, and specific details are found in the body of the Report in the relevant sections.

³⁴ Over 20 Canadian comparator police agencies were used in the *Study*, and studies and initiatives gleaned from Canadian, UK, and US policing practices. The individual benchmarking measurements may include fewer comparator agencies depending on the amount of relevant topic information provided by the agencies

Policing in Canada

Under the 1867 *Constitution Act*,³⁵ the Canadian provinces are delegated the power to administer justice and have the authority and responsibility to establish or provide provincial police services.

The Royal Northwest Mounted Police³⁶ signed a contract to police the new provinces of Alberta and Saskatchewan in 1905. The policing contracts were terminated in 1917.

Until the 1930s, provinces maintained their own provincial police agencies, but, by 1950, the majority of the provinces had contracted policing services to the federal government with cost sharing, and the provincial agencies absorbed into the Royal Canadian Mounted Police. It is believed that financial considerations were a major factor, especially during *The Great Depression*,³⁷ and similarly in 1950 when British Columbia³⁸ and Newfoundland³⁹ moved to contracted provincial policing.

The Canadian police mandate is defined by common law and under police acts and policing agreements: generally, protecting life and property, keeping the peace, detecting and preventing crime, facilitating the prosecution of offenders, and other non-criminal legislated responsibilities. Typically, the non-criminal legislation includes protective apprehension powers regarding persons impaired by liquor or drugs, persons suffering from a mental health crisis, and child protection issues.

The structures of police agencies in Canada are often identical, developing originally from the 1829 Metropolitan Police (the *New Police* or *London model*). The model was mandated across England and Wales in 1856, with 25% cost sharing from the national government subject to annual inspections for efficiency.⁴⁰ The spread of *police* agencies across the British Empire, including Canada, followed two models: the *London Model* of municipal policing, and the *British Colonial Model* of provincial policing.⁴¹ The structure is often reinforced by the need for

³⁵ Section 92 (14); formerly the *British North America Act*

³⁶ The name was changed in 1920 to the Royal Canadian Mounted Police

³⁷ Saskatchewan 1928; Alberta, Manitoba, New Brunswick, Nova Scotia, and Prince Edward Island in 1932

³⁸ The British Columbia Provincial Police BCPP was absorbed into the RCMP and became 'E' Division in 1950

³⁹ The Newfoundland Rangers were absorbed into the RCMP in 1950 following Newfoundland joining the Canadian Confederation in 1949

⁴⁰ The term *London Model* is used notwithstanding the UK Metropolitan Police jurisdiction does not include the City of London. The national-local cost sharing continues today

⁴¹ The *Colonial Model* was based on the (then) Royal Irish Constabulary, a more military-style concept, developed by Peel in Ireland in 1822

standardization in integrated teams, and it follows the national model of the Royal Canadian Mounted Police (RCMP).

The historical differences in Canadian policing models continue to this day through the contracted RCMP and municipal police departments. The main differences in the two models concern governance and funding.

Canadian policing includes the concept of *policing by consent*, *Peel's Principles*, and operational police independence under the law which differentiates Canadian policing from the US and most other countries. The *Principles* provide the backdrop to consensual policing.⁴²

Following from Peel's *Principles*, a significant difference in the model of policing in Canada compared to the United States is the Canadian operational independence of the police, which was not adopted in the US. This practice is continued in Canada through municipal police boards and through *Provincial Police Service Agreements* where the RCMP is a contracted service provider, with the intention of separating operational policing from political interference.

*In Canada and in many other common law jurisdictions, it has not been easily reconcilable with apparently clear statutory language concerning the governance of police. Equally important to note, is that the doctrine is by no means equally recognized in all common law jurisdictions. One can search case law and relevant literature in the United States largely in vain, for instance, for any significant recognition of, let alone commitment to, the doctrine of police independence as it has been articulated in countries such as England and Canada.*⁴³

The operational independence of the police is further confirmed through British and Canadian court decisions.

The Blackburn Doctrine per Lord Denning in *R. v. Metropolitan Police Commissioner*, 1968

⁴² The nine *Principles* were developed by the two independent Commissioners of the Metropolitan Police, Charles Rowan and Richard Mayne, and included in a Commissioners' Handbook provided to each constable. The name *Peel's Principles* would have provided credibility as Peel was the Home Secretary and later Prime Minister. Reith, Charles. *The Blind Eye of History: A Study of the Origins of the Present Police Era*. Faber and Faber Limited, London. 1952

⁴³ Stenning, P. *The Idea of the Political Independence of the Police: International Interpretations and Experiences*

I have no hesitation in holding that ... every constable in the land is independent of the executive ... The responsibility for law enforcement lies on him. He is answerable to the law and to the law alone.⁴⁴

Supreme Court of Canada, 1999

R. v. Campbell and Shirose⁴⁵

A police officer investigating a crime occupies a public office initially defined by the common law ... and is not acting as a government functionary or as an agent. ... in the course of a criminal investigation the police are independent of the control of the executive government.

It is important to note that independence is focused on the execution of police powers in enforcement, investigation, and detention. The *Criminal Code*, provincial police acts and other legislation, policing standards, and policies of oversight bodies govern administrative functions and the approaches to enforcement, investigation, and detention.

⁴⁴ R. v. Metropolitan Police Commissioner, ex parte Blackburn, [1968] 1 All E.R. 763, at 769 - per Lord Denning, M.R.)

⁴⁵ R. v. Campbell (J.) and Shirose (S), 119 OAC 201

Policing in New Brunswick

Legal Status

The New Brunswick Provincial Police was established in 1927⁴⁶ and dissolved in 1932 *as part of a general scheme for the coordination of police duties throughout the Dominion*. The three Maritime premiers negotiated with the federal Department of Justice to secure policing, outside of incorporated centres, by the RCMP. An underlying provincial motive was financial as the contracts meant considerable savings for provincial and municipal governments.^{47 48}

Article 11.1 of the 2012 *Provincial Police Service Agreement* between the Government of Canada (Canada) and the Government of New Brunswick determines the cost sharing ratios with the Province paying Canada 70% of the cost of the Provincial Police Service.

The New Brunswick Highway Patrol operated from 1980 until 1989 when the Province disbanded the patrol and contracted its duties to the RCMP.⁴⁹

Policing arrangements in New Brunswick are similar to other provinces in that, generally, the provincial police provide services in unincorporated and less-densely populated areas, and smaller municipalities. Larger urban centres are usually policed by municipal police agencies. Codiac is an anomaly in that it the largest urban population in the province but has a contracted regional police service and the provincially-mandated Codiac Regional Police Authority.

The New Brunswick *Police Act* (the *Act*) provides for agreements with Canada for the employment of the RCMP as the provincial police, *to enforce the law and assist in the administration of justice within the province*.⁵⁰ This is facilitated through the *Provincial Police Service Agreement* (PPSA) between Canada and the Government of New Brunswick, 2012-2032.

Article 2.1 a) Canada will, subject to and in accordance with the terms and conditions of this Agreement, provide and maintain a Provincial Police Service within the Province during the term of this Agreement.

⁴⁶ Grant 1988. The origin of provincial policing in New Brunswick can be traced to the 1898 Act Respecting the Appointment Provincial Constables

⁴⁷ Marquis, Greg. *The History of Policing in the Maritime Provinces Themes and Prospects*, 1990. *Reports of the Proceedings of the Legislative Assembly of New Brunswick*, 1932

⁴⁸ The cost sharing continues today with the federal government (Canada) paying 30% for the provincial police, and either 30% or 10% for contracted municipal policing depending on the municipal population

⁴⁹ Grant 1992; and *Flieger v. New Brunswick*, [1993] 2 S.C.R. 651

⁵⁰ Section 2

The *Act* requires every municipality to be responsible for providing and maintaining adequate police services within the municipality.⁵¹ The *Act* provides options of providing policing through:

- a municipal police force
- agreements with the Province or Canada for the policing of the municipality by the RCMP
- another municipality for the employment of its police force⁵²

There are nine municipal/regional police forces in New Brunswick: Bathurst Police, BNPP Regional Police, Edmundston Police, Fredericton Police, Grand Falls Police, Kennebecasis Regional Police, Miramichi Police, Saint John Police, and Woodstock Police.⁵³

The *Act* directs, *a municipality shall not, without the consent in writing of the Minister:*

- (a) establish, abolish, or disband a police force,*
- (b) withdraw from an agreement under which it is policed, or under which it provides policing to another municipality, or*
- (c) withdraw from an agreement for the policing of a region*

The Role of the Police

In the 16th century, the duties of Constables were defined as *maintaining the peace, preventing offences, and prosecuting offenders*.⁵⁴ A 19th century common law definition of the office of Constable includes: *A Constable is a citizen, locally appointed but having authority under the Crown, for the preservation of life, the protection of property, the maintenance of order, the prevention and detection of crime, and the prosecution of offenders against the Peace.*⁵⁵

In 1829, when Sir Robert Peel was Home Secretary, the first *Metropolitan Police Act* was passed and the Metropolitan Police Force, the *New Police*, was established in Metropolitan London, excluding the City of London.⁵⁶

To guide the model of policing, *General Instructions* were issued to every Metropolitan police officer from 1829. The *General Instructions* did not include the list of the nine *Principles* commonly referred to as *Peel's Principles*.⁵⁷ The commonly quoted list of *Principles* is merely a

⁵¹ Section 3 (1)

⁵² Section 4

⁵³ Justice and Public Safety, New Brunswick

⁵⁴ Lambarde, William. magistrate and legal scholar, *The Duties of Constables*, Miles Flesher, London. 1633

⁵⁵ History of Policing. <http://www.lancashirepoliced.org.uk/about/force.pdf>

⁵⁶ Metropolitan Police website. The City of London Police was established in 1839

⁵⁷ 1829 *General Instruction Book*, Metropolitan Police Legacy Centre, examined by *perivale+taylor*, May 2023

*collected and numbered tabulation compiled from references and definitions found in public records, in official handbooks, and in the works of earlier writers.*⁵⁸

The first principle reads *to prevent crime and disorder, as an alternative to their repression by military force and severity of legal punishment*. The remaining eight *Principles* address public approval and respect, the use of minimal force, and impartiality. Essentially, as explained by the police historian Charles Reith, this philosophy of policing is

*unique in history and throughout the world because it derived not from fear but almost exclusively from public co-operation with the police, induced by them designedly by behaviour which secures and maintains for them the approval, respect, and affection of the public*⁵⁹

These principles remain a foundation for policing by consent.

In accordance with the New Brunswick *Police Act*, the Minister of Justice and Public Safety *shall promote the preservation of peace, the prevention of crime, the efficiency of police services and the development of effective policing, and coordinate the work and efforts of police forces and the Royal Canadian Mounted Police within the Province*.

Policing Standards

The New Brunswick *Provincial Policing Standards* apply to all police forces⁶⁰ in New Brunswick. 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.⁶¹

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,⁶² and the *Codiac Regional Police Service Agreement* between Canada and the CRPA⁶³ address the matter.

⁵⁸ Reith, Charles. *The Blind Eye of History*. Faber and Faber Ltd. 1952

⁵⁹ Reith credits Commissioner Charles Rowan with establishing the *Principles* in the General Instructions. *A New Study of Police History*. Oliver and Boyd, London. 1956

⁶⁰ *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

⁶¹ Department of Justice and Public Safety, Ministerial Directive, *New Brunswick Policing Standards*, 2017. Found at PolicingStandards.pdf (gnb.ca)

⁶² Article 6.5 c)

⁶³ Article 6.5

... 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 address *Roles and Responsibilities, Organization, Personnel, Operations, and Support Services.*

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*

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 leading practice and professional approaches are followed. Appendix B includes examples of policing standards across Canada, the US, and the UK.

Additional Responsibilities

The New Brunswick *Mental Health Act* assigns peace officers⁶⁴ the responsibility for taking persons into custody, for their own protection, under a number of circumstances, and taking the person to a psychiatric facility for *observation, examination, and assessment*.⁶⁵

The New Brunswick *Liquor Control Act* and the *Intoxicated Persons Detention Act* assign responsibilities to peace officers for enforcement of liquor laws and the protective arrest and temporary detention of intoxicated persons.

The New Brunswick *Family Services Act* assigns responsibility to peace officers to apprehend a child if the security or development of the child may be in danger; and the New Brunswick *Police Act*⁶⁶ requires a police officer to assist in taking children into the protective care when the safety or security of a child or other person is at risk.

Police agencies are also subject to workplace safety legislation. The case of *R. v. The Royal Canadian Mounted Police*⁶⁷ was tried in the New Brunswick Provincial Court, over the issue to appropriately equip and train its employee officers to respond with a reasonable and necessary level of force.

⁶⁴ Member of the RCMP, a police officer (municipal police force), a sheriff

⁶⁵ Sections 10, 7, and 24

⁶⁶ Section 12 (1) (g)

⁶⁷ *R. v. The Royal Canadian Mounted Police*, 2017 NBPC 6 (CanLII), <<https://canlii.ca/t/hp75s>>

Policing in Moncton Dieppe Riverview

In 1998, the municipal police forces of Moncton and Dieppe were dissolved and the staff⁶⁸ amalgamated with the RCMP Riverview Detachment to form the Codiac Regional Police to provide policing services for the three municipalities by the RCMP under a *Regional Police Service Agreement* (RPSA).

The Codiac RPSA was arranged, at first instance in 1998, between the Government of Canada and the Province of New Brunswick, and the Lieutenant Governor in Council authorized the Greater Moncton Interim Policing Authority. In 2001, the Authority was renamed the Codiac Regional Policing Authority and the RPSA was assigned to the new Authority by the Province.

The *Provincial Police Service Agreement*, between the Government of Canada and the Government of New Brunswick, *Article 10.2*, restricts the Provincial Police Service from policing municipalities with a population of 5000 or more.⁶⁹ Municipalities with populations greater than 5000 population may receive RCMP services through *Municipal Police Service Agreements* (MPSA).

Greater Moncton signed the *Municipal Police Service Agreements* in 1998 and 2003, respectively, and was required to pay 100% of the cost of contracted RCMP under the, then, *New Entrants Policy* for municipalities changing from municipal police to the RCMP. The 2012-2032 RPSA changed the cost sharing of formula to the national cost sharing rate: Canada pays 10% of the costs for municipalities over 15,000 population.⁷⁰

In the event of a major emergency or event, Article 9 of the *Agreement* provides the opportunity to redeploy the Provincial Police to such extent as is *reasonably necessary to maintain law and order, keep the peace and protect the safety of persons, property, or communities*.⁷¹

Under *Municipal Police Service Agreements*, the RCMP detachments report to the municipal CEO (usually the mayor), but, in Codiac, the CEO is defined as the Chairperson of the Regional

⁶⁸ It is understood all but three of the municipal officers were absorbed into the RCMP

⁶⁹ Melville, Cpt. W.L., *A History of Police in England*, Methuen & Co, London, 1901. The origin of the seemingly arbitrary 5000-population threshold is likely the British Police Act of 1856, which standardized policing across England and Wales and assigned responsibility for policing municipalities of less than 5000 population to the county police; any existing small police forces in these municipalities were absorbed into the county police

⁷⁰ Article 11.1 b) ii)

⁷¹ A significant example of this redeployment is found in the RCMP response to the Swiss Air tragedy near Halifax in 1998

Policing Authority.⁷² The *Codiac Regional Police Service Agreement and Memorandum of Agreement*, 2012–2032, between Canada and the Codiac Regional Policing Authority, govern the operation of the Codiac Regional Police (CRP). Article 6:

- *the CEO may set the objectives, priorities, and goals of the CRP*
- *the internal management of the RCMP will remain under the control of Canada*

For municipalities with a municipal police force, under the *Police Act*, a municipal police board shall:⁷³

- *in consultation with the chief of police, establish the priorities and objectives of the police force*
- *establish policies for the police force in accordance with this Act and the regulations*

The similarities in the *Act* and the *Agreement* lie in the power of the municipality or governing body to set the priorities and goals of the police agency, but not interfere in operational matters. However, the municipality has greater control and responsibility for policies and administration under the municipal police force model compared to the contracted RCMP model.

⁷² MPSA Article 1.1 b)

⁷³ NB Police Act, s. 3.1 (2)

1 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.⁷⁴

The strategic issues expressed by the councils' members, in aggregated form, for policing and law enforcement, are described below.⁷⁵

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, include 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. Disadvantages were 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

⁷⁴ RFP 35.1

⁷⁵ Specific administrative and/or operational issues are included in the relevant areas of the Report

- communication between the Codiac Regional Police Authority and the three 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
- improved reporting by police to Councils

The interviewees' views on operational policing included:

- the social disorder⁷⁶ challenges of homelessness and mental health and the necessary public health support required
- increased police presence and public interaction
- traffic-related issues
- neighbourhood crime issues

⁷⁶ 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

2 Policing Workload

The approach of the *Study* was to determine the nature and volume of the workload, that is, the delivery of policing services through calls for service, crime prevention initiatives, criminal investigations, and other functions assigned to the police by legislation.

The workload data is captured in the Computerized Integrated Information and Dispatch System (CIIDS) and the Police Recording and Occurrence System (PROS), the Codiac RCMP dispatch and record management systems.⁷⁷ Analysis can determine specific workload figures and characteristics and can provide a background against which the deployment of resources and development of approaches to service delivery can be examined.

An important part of the *Study* is the measurement of *Allocated and Unallocated* patrol time.

Despite weak evidence and lack of any current, methodologically-strong literature to support its practice, random preventative patrol continues across many policing jurisdictions. Two early studies from the 1970s, suggest that random preventative patrol can have an impact on crime,⁷⁸ while a study of patrol in Kansas City with stronger evaluative components found that the practice of preventative patrol does not.⁷⁹

Proactive policing is considered best practice in the policing field as it enables officers to use unallocated time to engage in self-initiated activities and directed patrols based on information gleaned from crime analysis that can prevent, or even suppress crime in community trouble-spots.

The measurements in the *Study* compare:

- *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%

⁷⁷ CIIDS Bell Xwave and PROS Niche records management system

⁷⁸ Press 1971; Dahmann 1975

⁷⁹ Kelling et al. 1974

- *allocated time* – defined as the time from which each police unit was assigned to a call or incident, including travel time, time on scene, and follow-up, to the point of the unit clearing the call and becoming available and returning to *unallocated time*
- *proactive time* – defined as directed patrol for a defined function such as preventative patrols or a presence for 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 percentage⁸⁰

The outcomes of the analyses can include:

- the *Patrol Availability Factor*, which can be compared geographically and temporally, and to incidents and crimes, to assess officers' deployment efficiency
- call-to-dispatch and at-scene times to assess response times
- the average response and at-scene times for specific types of calls for service
- the allocated times and response times provide evidence to determine appropriate support staffing levels required to provide an adequate and effective police service
- geographic analyses of crimes and incidents to assess the current deployment model, which may provide insight leading to more effective restructuring of zones, patrol deployment models, and shifting hours

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.

Sections 2.5.5 and 3.3.5 describe the Codiac analyses and comparisons.

2.1 Calls for Service – Types

During the calendar year from April 1, 2021 to March 31, 2022, Codiac police were dispatched to a total of 24,929 incidents, involving a total of 45,967 police units being dispatched; more than one police unit being dispatched to many of the incidents.

⁸⁰ 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

In the following tables, some measurement totals are inconsistent. The difference is small, and is based on unusual factors such as:

- a small number of incidents occurred outside Codiac and are not included in the number of incidents in the three municipalities, or
- in a small number of incidents, more than one crime is recorded in the dispatch; this might be explained, for example, by a back-up unit being dispatched after the primary unit changed the original incident type

These differences in tabular figures amount to approximately 0.1%.

2.1.1 Types of Incidents in Order of Frequency & Community Needs

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
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 ⁸¹	24,949 ⁸²		

* 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

The two most frequent types of incidents, *unwanted person* and *disturbance*, account for just over 20 percent of the total.⁸³

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

⁸¹ *perivale+taylor* report CAD003a

⁸² 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

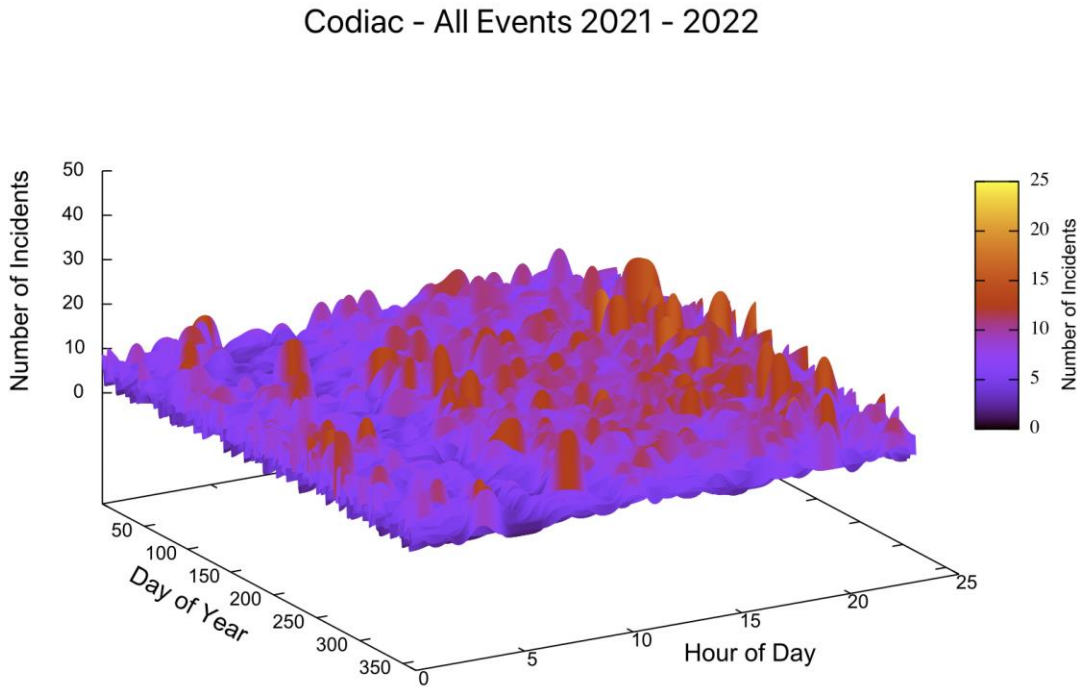
⁸³ Pareto Principle

2.2 Temporal Analyses – Dispatched Calls for Service – averaged over one year ⁸⁴

Times	Total Number of Incidents
Day 0600-1800	14,359
Night 1800-0600	10,570
Total	24,929

2.2.1 One Year Dispatched Calls for Service

Figure 2.2.1 Surface Plot of all Calls for Service



This surface plot illustrates all dispatched police calls-for-service per day and per hour during the one-year study period. The peaks and valleys (and colour coding) in the figure clearly indicates times of day and periods of the year when calls for service were quite low, or quite high.

The darker *valley* between 0500 and 0800 hours throughout the year is indicative of a low call volume at that time, consistently throughout the study period. This is typical for most police agencies.

⁸⁴ *perivale+taylor* reports CAD011 and 012

The red/orange *mountainous* region indicates a higher call volume in the evenings, but notably this higher call volume is more pronounced in the first half of the year (approximately between January 1st and approximately May 1st).

There is a consistent peak in calls for service occurs around 1100 hours from spring towards the end of the year.

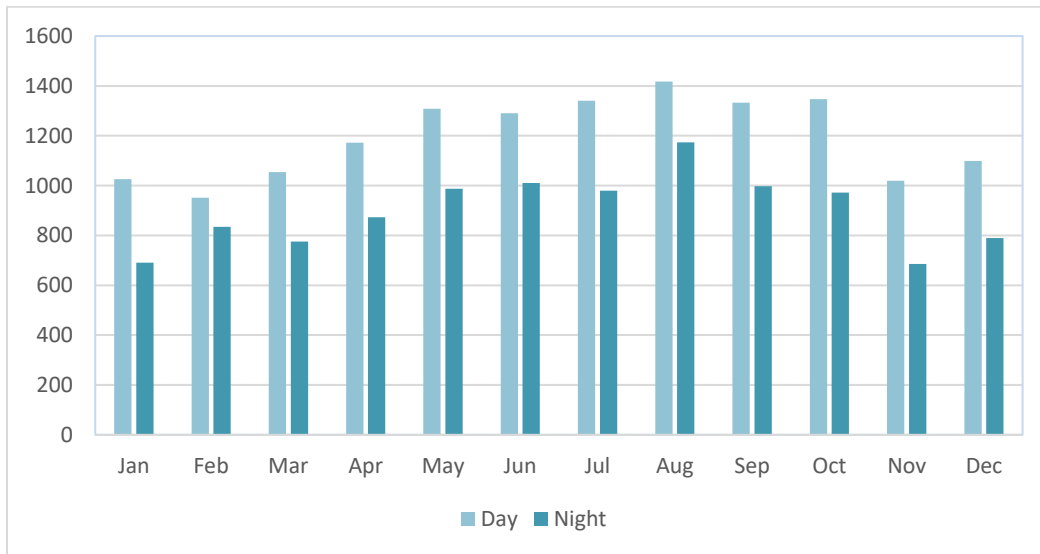
The surface plots, tables, and histograms below are useful and may be used by police planners to evaluate calls for service and patrol response over the course of a year using graphics. Surface plots are a convenient way to emphasize the overall predictable temporal pattern of police service demands, and are a tool for periodic review of calls for service and patrol response.

2.2.2 Dispatched Calls for Service by Month

Total and Seasonal Differences ⁸⁵			
Month	Number of Incidents	Summer	Winter
January	1717		1717
February	1586		1586
March	1830		1830
April	2045	2045	
May	2295	2295	
June	2300	2300	
July	2321	2321	
August	2592	2592	
September	2330	2330	
October	2319		2319
November	1706		1706
December	1888		1888
Total	24,929	13,883	11,046

⁸⁵ *perivale+taylor* reports CAD017, 018, 019

Diurnal Differences ⁸⁶		
Month	Days	Nights
January	1026	691
February	951	635
March	1054	776
April	1172	873
May	1308	987
June	1290	1010
July	1341	980
August	1418	1174
September	1333	997
October	1347	972
November	1020	686
December	1099	789
Total	14,359	10,570



2.2.3 Summary

Codiac’s dispatched call-load is similar to many urban police agencies with higher call loads in the summer months.⁸⁷ Fifty-eight percent of the dispatched occur during the day (0600-1800 hours) compared to 42 percent during the night (1800-0600 hours).

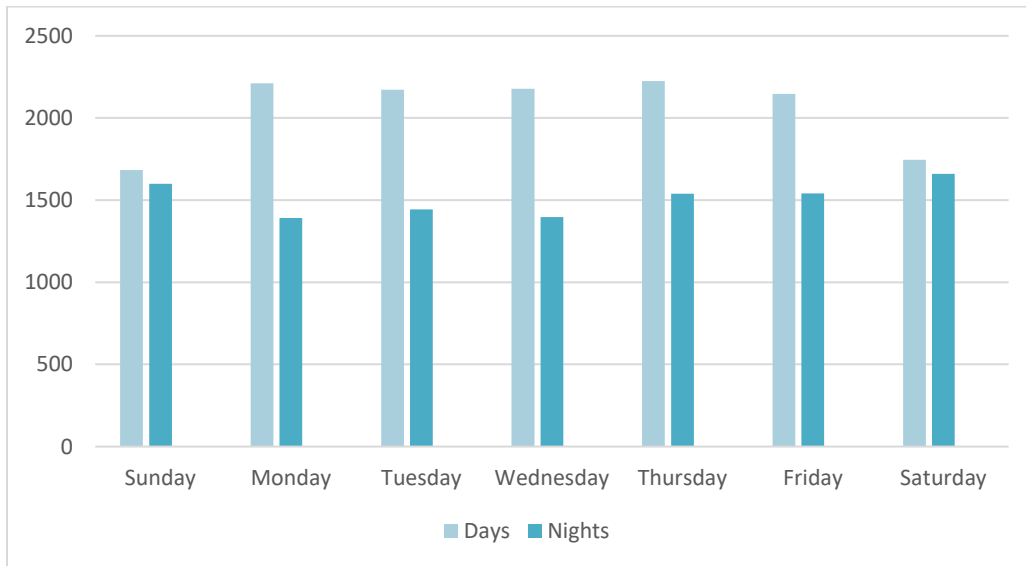
⁸⁶ *perivale+taylor* reports CAD022, 023

⁸⁷ *perivale+taylor* reviews

2.2.4 Dispatched Calls for Service by Day of Week – averaged over one year ⁸⁸

Day of Week	Incidents	Day Shift	Night Shift
Sunday	3282	1683	1599
Monday	3602	2211	1391
Tuesday	3615	2171	1444
Wednesday	3573	2177	1396
Thursday	3764	2225	1539
Friday	3688	2147	1541
Saturday	3405	1745	1660
Totals	24,929	14359	10270

Chart 2.2.4 Dispatched Calls for Service



2.2.5 Summary

The workload is slightly varied, with 3282 calls or 13 percent on Sundays – the lowest number; and the highest number on Thursdays, with 3764 calls at 15 percent. The average is 3561 or 14 percent.

The noticeable difference is the reduced number of calls during the day at weekends compared to weekdays. The situation is reversed during the night, with higher numbers at the weekend.

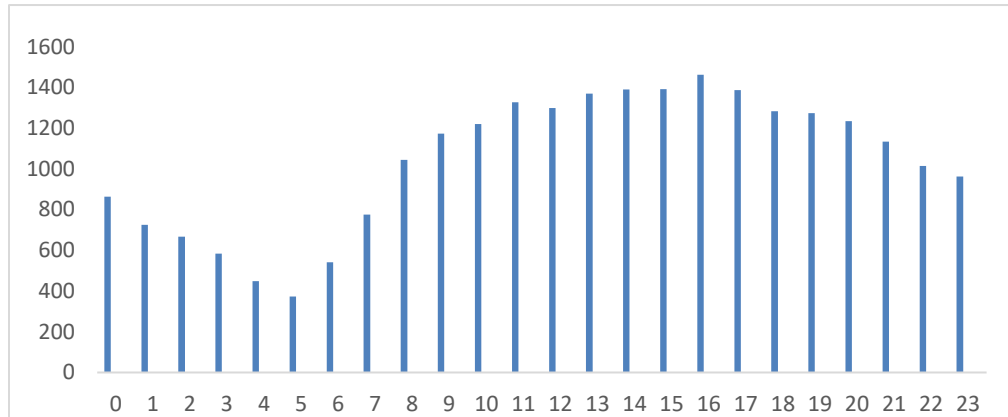
⁸⁸ *perivale+taylor* reports CAD027, 028, 029

2.2.6 Dispatched Calls for Service by Hour of Day – averaged over one year ⁸⁹

Hour	Number	Summer	Winter
0	864	504	360
1	726	392	334
2	668	371	297
3	584	335	249
4	449	242	207
5	374	219	155
6	542	307	235
7	775	441	334
8	1045	595	450
9	1173	633	540
10	1221	713	508
11	1328	684	644
12	1299	678	621
13	1370	766	604
14	1391	757	634
15	1392	745	647
16	1436	779	657
17	1387	764	623
18	1284	710	574
19	1274	719	555
20	1235	700	535
21	1134	651	483
22	1015	609	406
23	963	569	394
Total	24,929	13,883	11,046

⁸⁹ *perivale+taylor* reports CAD024, 025, 026

Chart 2.2.6 Total Dispatched Calls by Hour



2.2.7 Summary

The hourly call load is similar to that of many urban police agencies: the busiest period is between 0900 and 2000 hrs. This correlates with the brighter regions of the surface plot in Figure 2.2.1.

2.3 Calls for Service – Priorities

2.3.1 Definitions of Priorities

Calls for service are dispatched according to priority:⁹⁰

Priority 1

- Very Urgent, Dispatch immediately
- Potential for loss of life or serious injury

Priority 2

- Urgent, Dispatch as soon as possible
- No loss of life or serious injury involved
- The potential for escalation

Priority 3

- Routine, Dispatch as soon as reasonably possible
- Reports that do not require immediate police presence, assistance or service

Priority 4

- No immediate action required
- Dispatch according to local protocol
- Occurrences that may not require police attendance but may require further action

⁹⁰ RCMP. These protocols are identical or similar to other police agencies

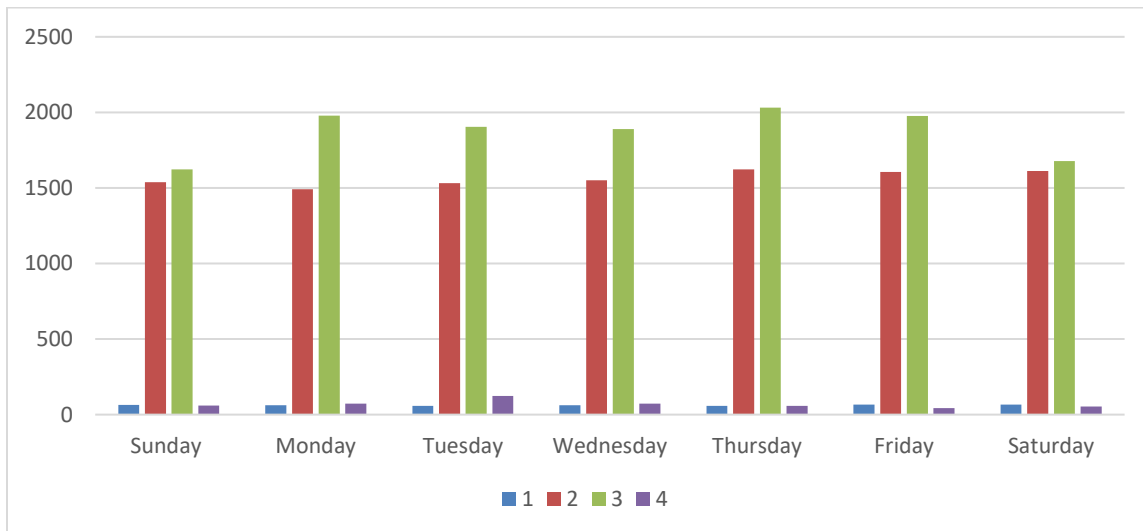
2.3.2 Incidents by Priority

Priority	Number of Incidents
1	439
2	10,949
3	13,079
4	482
Total	24,949

2.3.3 Temporal Pattern of Calls by Priorities ⁹¹

Day of Week	Priority			
	1	2	3	4
Sunday	64	1537	1623	61
Monday	62	1491	1978	72
Tuesday	59	1531	1904	123
Wednesday	62	1551	1890	72
Thursday	59	1622	2031	57
Friday	67	1605	1976	43
Saturday	66	1612	1677	54
Totals	439	10949	13079	482
Total 24,929				

Chart 2.3.3 Priorities by Day of the Week



⁹¹ *perivale+taylor* report CAD030

2.3.4 Summary

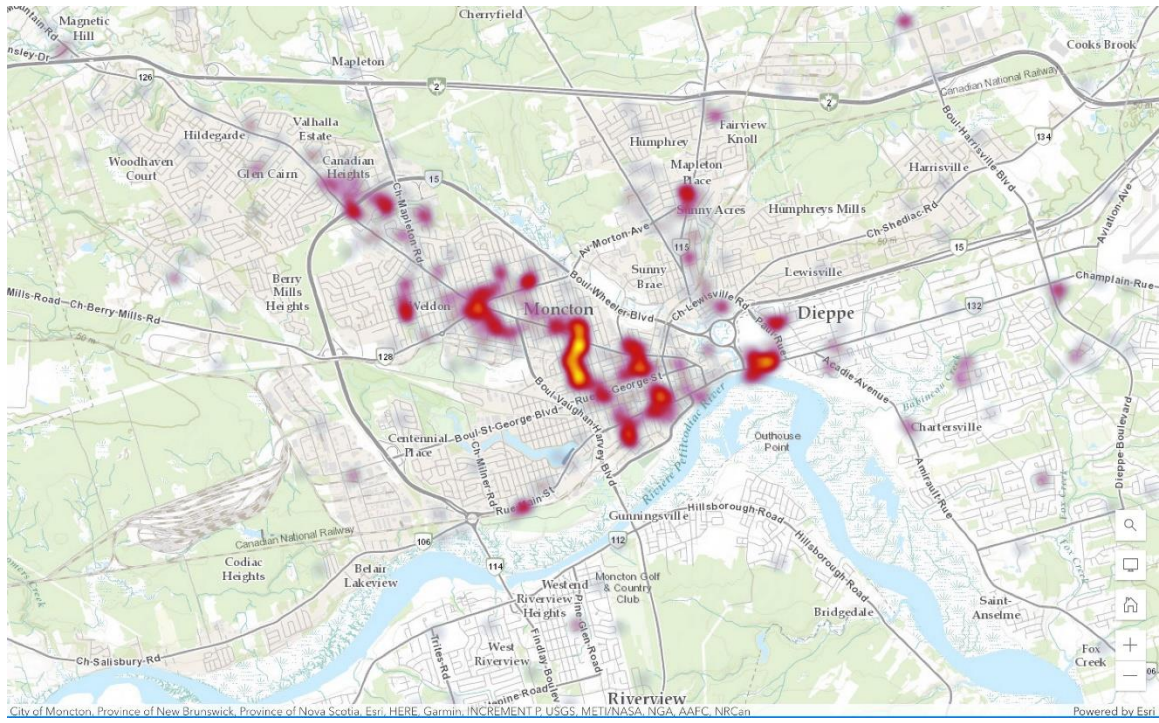
The priorities' daily numbers show a consistent pattern: similar numbers of priority 1, 3, and 4, with priority 2 showing higher numbers on weekdays, with lower numbers on the weekends.

2.4 Geographic Analysis

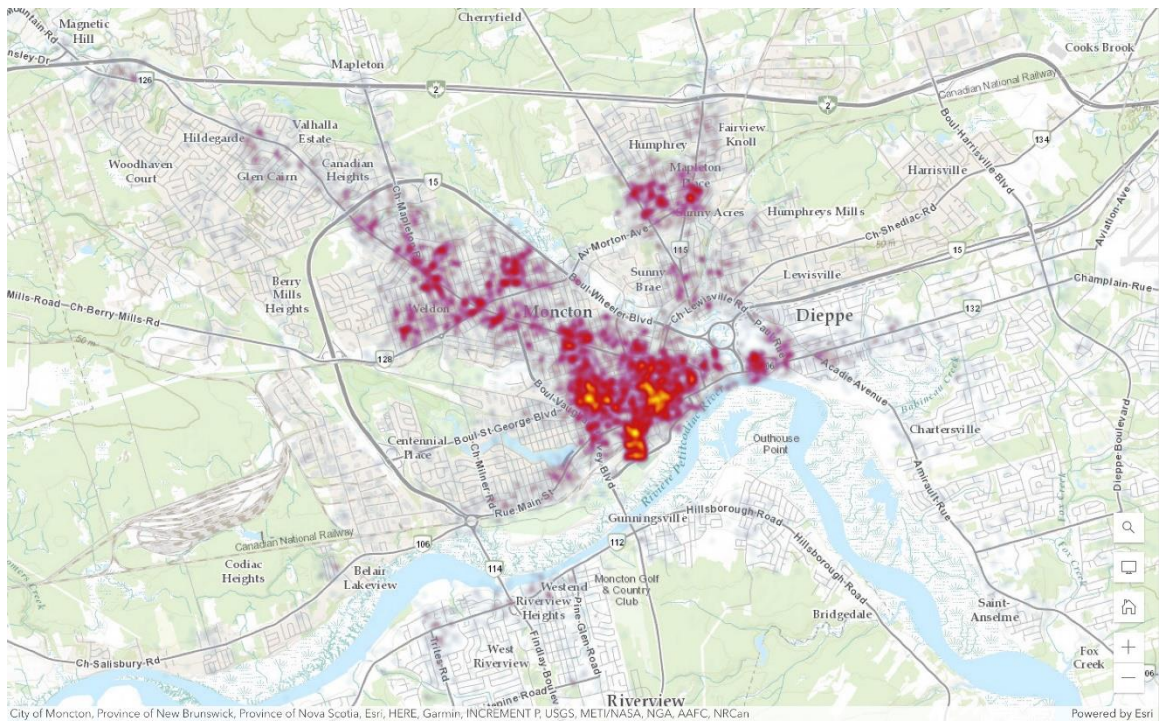
A total of 22 incidents occurred outside Codiac: three in Berry Mills and Memramcook, and one each in Allison, Aulac, Bass River, Chipman, East Branch, Elsipogtog First Nation, Grand Digue, Lakeville Westmorland, Lutes Mountain, Petitcodiac, Portage, Richibucto, Roachville, Saint Antonine, Sussex, and The Glades.

Summary	
Jurisdiction	Number of Incidents
Moncton	20,300
Dieppe	2891
Riverview	1706
Codiac Total	24897

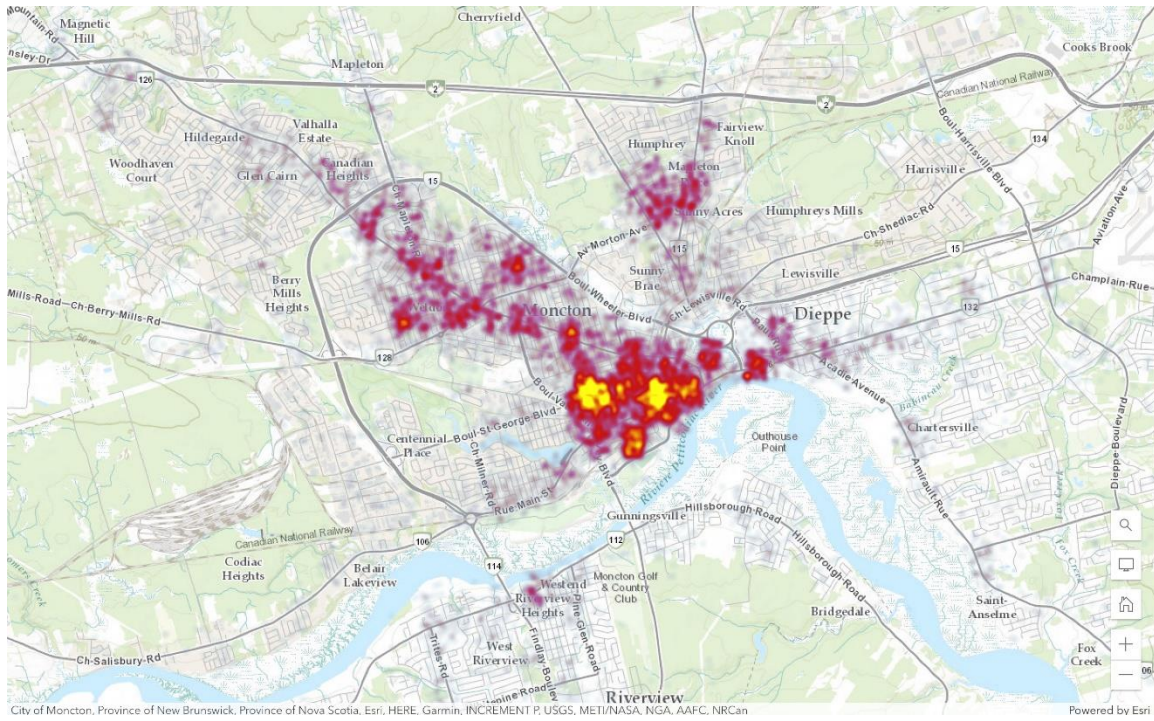
2.4.1 Priority 1 Incidents



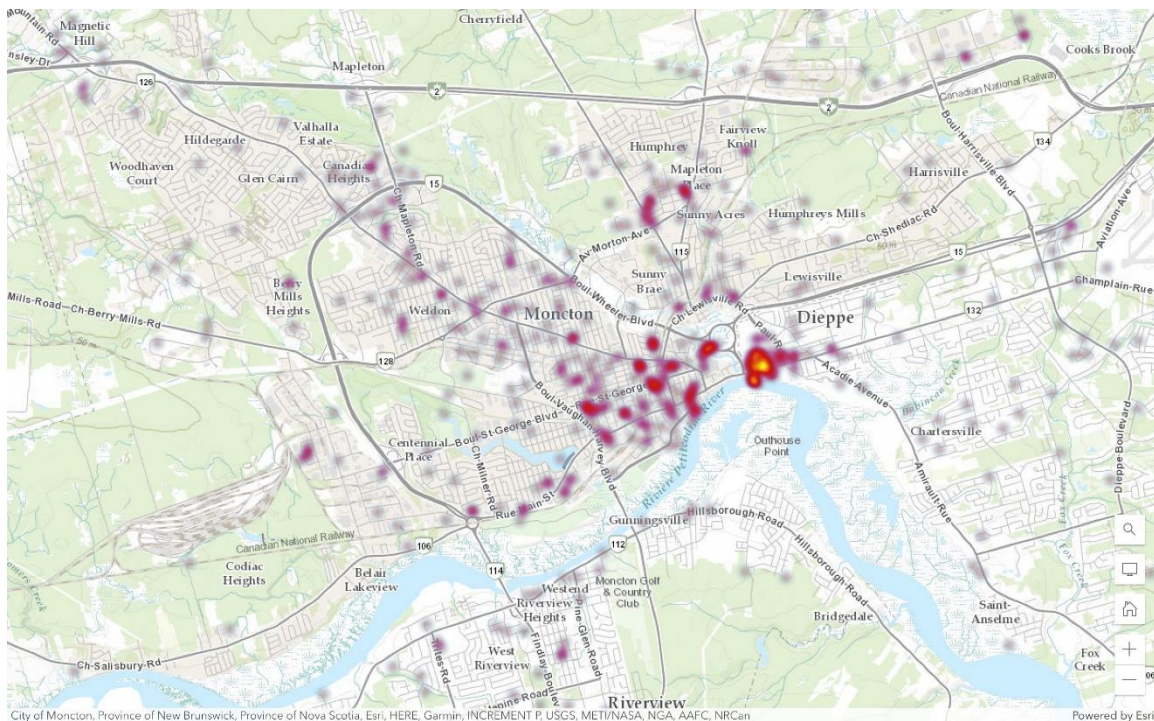
2.4.2 Priority 2 Incidents



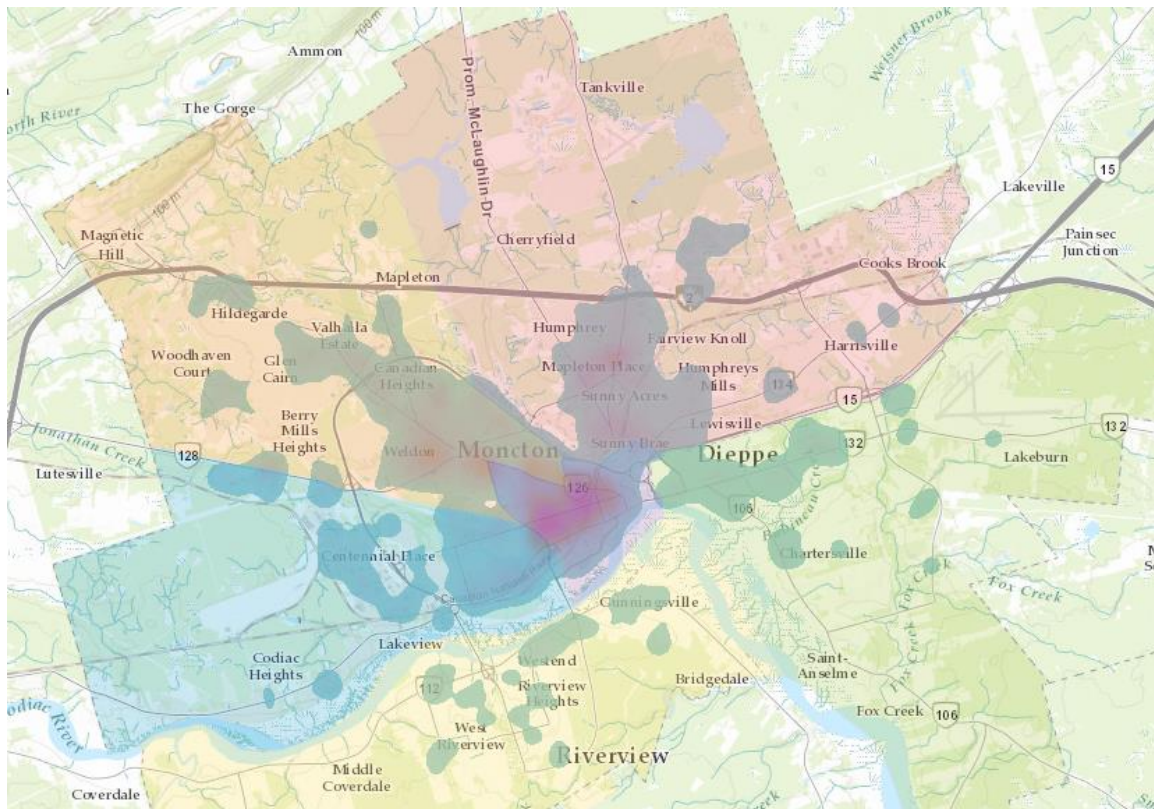
2.4.3 Priority 3 Incidents



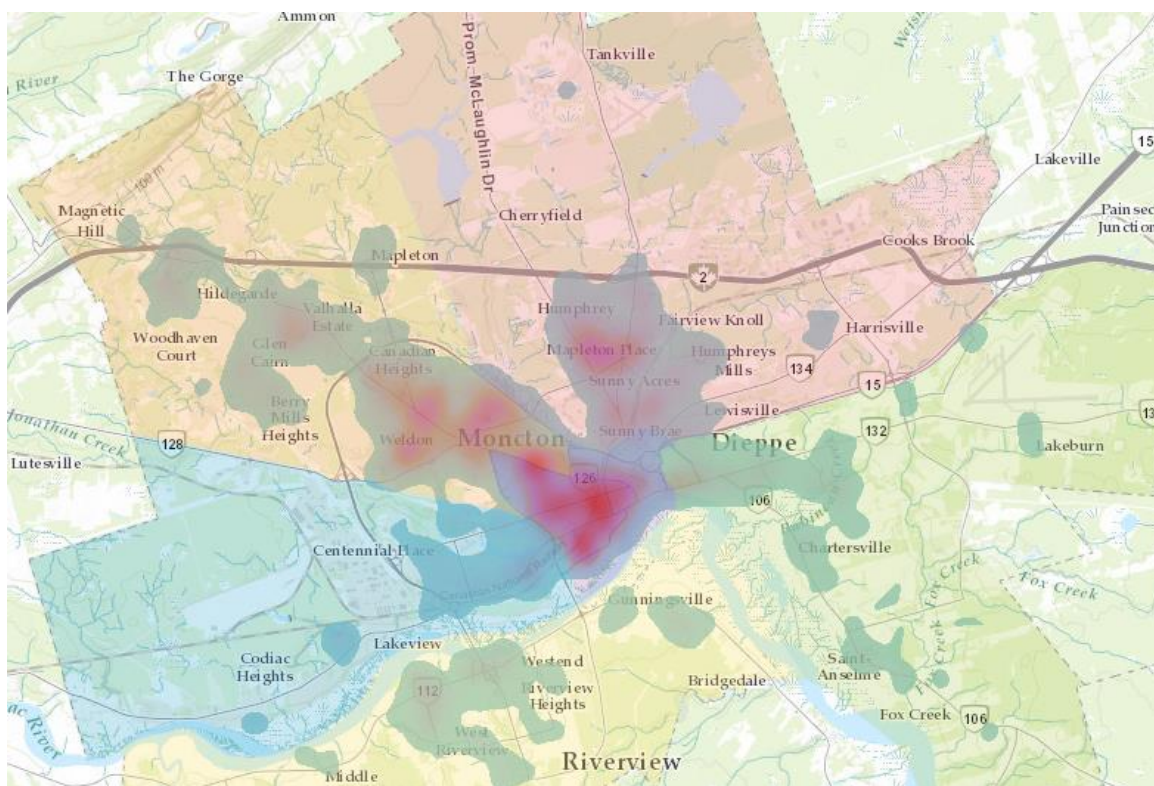
2.4.4 Priority 4 Incidents



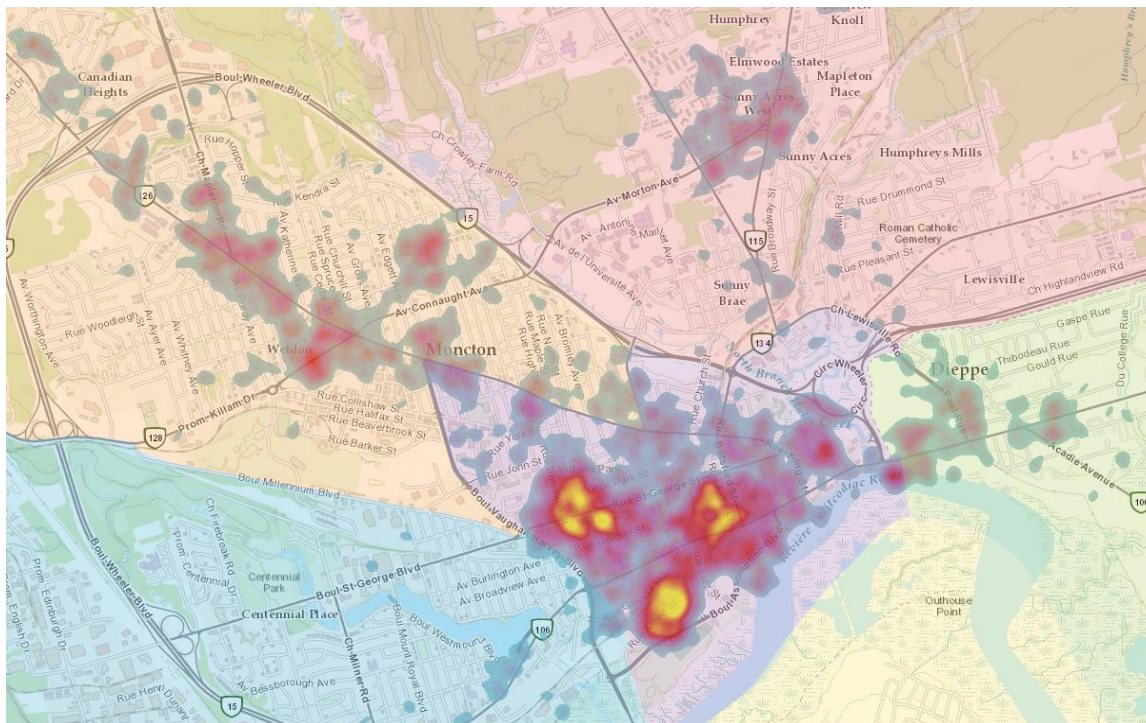
2.4.5 Crime Break & Enter



2.4.6 Social Disorder Disturbances



2.4.7 Social Disorder Unwanted Persons



2.4.8 Summary

The geographic analyses, complementing crime analysis, provide the opportunity for preventative measures through directed patrols and deployment of specialized functions in specific locales.

Further detailed maps are found in Appendix 2.4.

2.5 Workload & Deployment Analyses

2.5.1 Operations Deployment – Watches

For the purpose of the *Study*, the RCMP watches are defined as the primary response and initial investigation function. The role encompasses: first response for all types of crimes and emergencies, calls-for-service from the public, proactive crime prevention activities, directed patrols based on crime analysis, immediate follow-up investigations, follow-up files, gathering criminal intelligence, and community involvement.

The calculation of the efficient and effective deployment of the police primary response and investigation function is based on the ratio of *duty time*, *allocated time*, *proactive time*,

administrative time, and *unallocated time*. The Codiac Regional Police (CRP) primary investigation function comprises approximately 65% of sworn personnel,⁹² and should be deployed in accordance with the geographic and temporal workload.

The four watches each comprise a Sergeant, and three teams, each team comprising one Corporal and six or seven Constables. The Watches are deployed: one on day shift and one on night shift, with two Watches on days off, providing 24-hour continuous coverage.

The shifts times are:

- Day
 - 0545-1700 (11.25 hours)
 - 0745-1900 (11.25 hours)
- Night
 - 1630-0400 (11.5 hours)
 - 1830-0600 (11.5 hours)

which creates a 40-hour week over a longer period.

2.5.2 Community Deployment

It is a premise of community-based policing, a philosophical foundation for modern policing, that identifiable communities or neighbourhoods are provided service by a single police team. Seamless police service delivery is more effective when police boundaries reflect neighbourhoods, communities, and patterns of human activity. *Communities* are more than geographically defined areas. It is posited that communities can equally be defined as *Communities of Interest*.⁹³ These are geographical areas, perhaps comprised of several political or municipal communities that are bound together by common interest such as cultural or ethnic matters or even social disorder issues. Mass transit, mass communication, mass media and urban expansion also serve to break down the old geographical identification of a community.

The neighbourhood is defined by the identifiable culture of an area along with the assessed volume and severity of incidents which occur within the area. We think that local communities, police forces, police authorities and partners should decide what neighbourhoods mean.

Community policing is a philosophy and an organizational strategy that promotes a new partnership between people and their police. It is based on the premise that both the

⁹² Codiac Organization Chart 2022

⁹³ Trojanowicz, R., and Bucqueron, B., *Community policing - How to get Started*, Anderson Publishing, Cincinnati, 1994

police and the community must work together as equal partners to identify, prioritize, and solve contemporary problems such as crime, drugs, fear of crime, social and physical disorder, and overall neighbourhood decay, with the goal of improving the overall quality of life in the area.

In order for the community to work effectively with the police, a partnership with a specific police team, whether a district, beat, zone, or particular police force, is optimum.

The community issues, by frequency of incidents, are described in section 2.1.1.

2.5.3 Operations Deployment – Operational Support

Specialized Police Services (SPS)

The SPS is led by an Inspector, and includes General Investigation (GIS) and Specialized Investigation functions, Police Canine, Victim Services, and Crime Reduction functions. There are four Major Crime positions within SPS but they are assigned to the 'J' Division Major Crime Unit facilities in Moncton, serving SE New Brunswick. The four MCU positions are funded by the CRPA.

General Investigation Section (GIS)

The GIS includes one Sergeant and three teams. Each team is comprised of one Corporal and three or four Constables. The teams are deployed Monday through Friday on ten-hour shifts. Two GIS members are on call after hours and on weekends. The Section investigates crimes not easily followed-up by Watch Members.

Call Back Unit (CBU)

This Unit triages calls-for-service at the front counter, is able to serve all types of court orders, conduct investigations in support of Codiac general duty policing, prepare court files, extract DNA, and assist with National Sex Offender Registry (NSOR) duties.

Crime Reduction Teams (CRT)

The two CRT report to a Sergeant. Each team is comprised of a Corporal and five Constables. The teams are deployed 0700-1700 Tuesday to Friday, and 1700-0300 Monday to Thursday. The shifts are often rescheduled based on investigative needs.

Further Investigation Team (FIT)

The FIT responsibility is to take over ongoing criminal investigations after the patrol member completes the initial call for service.

Police Dog Services (PDS)

There are two dog masters located in Codiac, part of a regional PDS.

Victim Services (VS)

Victim services are provided by social workers and provide victims with counselling, funds, housing, Emergency Intervention Orders, etc.

2.5.3.1 Investigative Workload

A 30 Year Analysis of Police Service Delivery and Costing⁹⁴ reported:

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

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

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

⁹⁴ 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

- *there were increases in time required to handle cases administratively as computer systems were introduced*

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

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

- *break & enter cases required 58% more time in 2003 than in 1983*
- *driving under the influence cases required 250% more time*
- *domestic assault cases required 964% more time*

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

Since this study, the amount of forensic evidence involved in 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.

The follow-up tasks, from the approximately 25,000 dispatched calls for service (associated to a CIIDS number) total over 96,000, and over 20,000⁹⁵ additional tasks are from investigations not associated with a dispatched call. The total is over 117,000 tasks in 305 categories. The top 20% (61) of the categories, account for 85% of the tasks.⁹⁶

⁹⁵ Exact numbers: 96,729 and 20,728

⁹⁶ Pareto Principle

Table 2.5.3.1a details the top 20% of follow-up tasks and categories.

Table 2.5.3.1a Follow-up Tasks ⁹⁷	
Type of Event	Number of Tasks
Assault	6956
Theft under \$5000	4616
Assault With Weapon or Causing Bodily Harm	3500
Operation while impaired (alcohol) /over 80mg	3323
Person Reported Missing	3312
False Alarms	3118
Mischief - Damage to property	3103
Uttering threats against a person	2890
Other theft under \$5000	2825
Driving While Disqualified or License Suspension	2786
Failure to attend court or surrender	2750
Disturbing the peace/Causing a disturbance	2478
Mischief - Obstruct enjoyment of property	2460
Other Non-Moving Traffic	2237
Mental Health Act – Other Activities	2202
Theft from motor vehicle	2133
Offender Management	2130
Traffic Collisions – Property Damage	1963
Crime Prevention	1944
Break and Enter – Business	1931
Wellbeing Check	1886
Fail to comply probation order	1881
Trespass Act – Other Activities	1825
Failure to comply with undertaking	1808
Suspicious Person/ Vehicle/ Property	1757
Sexual Assault	1756
Break and Enter - Residence	1692
Other Moving Traffic Violations	1614
Theft of car	1462
Fraud (money/property/security) less than \$5000	1460
Items Lost/Found – except passports	1451
Moving Traffic – Speeding Violations	1449
Failure to comply with appearance notice or summons	1410
J & M Division Only - False/Abandoned 911 Call	1298
Fail to Stop or Remain at Accident Scene	1264
Traffic Collisions – Non-fatal Injury	1084
Break and Enter – Other	1047

⁹⁷ *perivale+taylor* report FU013

Failure to comply with order	897
Assistance to General Public	895
Theft / forgery / misuse of credit card	871
Theft of Truck	826
Municipal Bylaws	801
Possession of property by crime over \$5000	747
Traffic Collision – Property Damage	742
B D & J Div Only – Intoxicated Persons Detention Act	720
Coroner's Act – Sudden Death/Other Activities	714
Criminal Harassment	674
Robbery – other Offensive Weapon	657
Operation while impaired (drug) of Motor Vehicle	643
Information File	617
Resists/obstructs peace officer	607
Harassing communications	570
Possession of property by crime less than \$5000	560
Theft of Sport Utility Vehicle	553
Aggravated Assault	551
Possession for the Purpose of Trafficking – meth	550
Attempted murder with firearm	513
Flight from peace officer	491
Assault on Police Officer	469
Fraud (money/property/security) over \$5000	463
Total	99,932

Table 2.5.3.1b details the assignment of follow-up tasks.

Assignment of Follow-up Tasks	
Type	Number
Codiac Post Patrol	60142
Codiac POST PATROL	27495
Codiac Call Back Unit	17053
Codiac GIS	3080
Codiac Post Patrol	2567
J Division Codiac Criminal Intelligence *	2366
Codiac Crime Reduction Unit	1902
J Division Codiac FIR	1032
J Division Codiac	285
Codiac Youth Services	269
Codiac Court	252
Codiac Further Investigation	129
J Division Federal Serious Crime	123
Codiac Records Management	98
Codiac Operational Support	82
Codiac Offender Management	76
J Division Major Crime Section	17
Codiac Warrants	11
Codiac E-Disclosure	8
Codiac Alternative Response	5
Codiac Commissionaires	4
Codiac Community Policing	4
J Division Codiac Police Dog Service	3
Codiac Case Manager	2
Codiac Front Desk – Reception	2
	117,007

** The figure may represent information forwarded to Intelligence without actual tasks.

2.5.4 Allocated Time Analysis

Allocated time – defined as the time from which each police unit was assigned to a call or incident, including travel time, time on scene, and follow-up, to the point of the unit clearing the call and becoming available and returning to *unallocated time*.⁹⁸

Table 2.5.4.1 Allocated Time by Shift⁹⁹

Times	Total Number of Events Dispatched	Total Travel Time (Hours)	Total Time At Scene (Hours)	Total Allocated Time (Hours) ¹⁰⁰
Days	14359	4197	10693	14889
Nights	10570	2790	8038	10828
All Times	24929	6987	18730	25717

Table 2.5.4.2 Allocated Time by Municipality – Days

Municipality	Number of Events Dispatched	Total Travel Time (Hours)	Total Time At Scene (Hours)	Total Allocated Time (Hours)
Moncton	11713	3378	8604	11982
Dieppe	1678	479	1241	1721
Riverview	965	338	846	1185
Unspecified	4	0.5	0.6	1

Table 2.5.4.3 Allocated Time by Municipality – Nights

Municipality	Number of Events Dispatched	Total Travel Time (Hours)	Total Time At Scene (Hours)	Total Allocated Time (Hours)
Moncton	8637	2228	6633	8861
Dieppe	1195	330	773	1103
Riverview	738	232	631	863
Unspecified	1	0.1	0.8	0.8

Table 2.5.4.4 Allocated Time by Municipality – Total

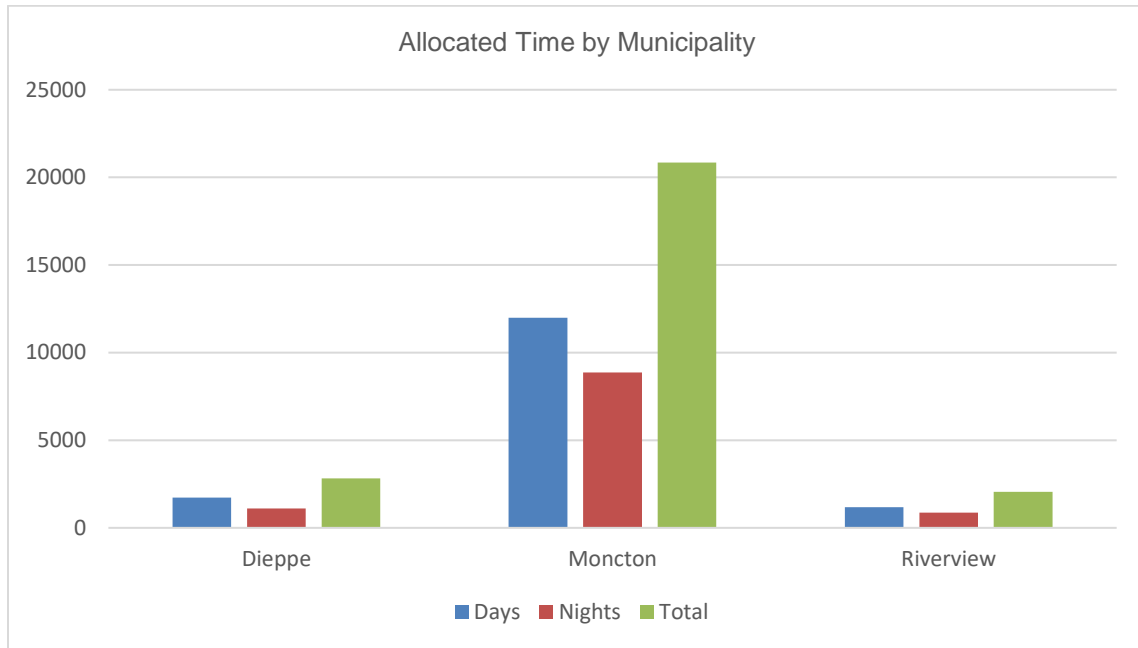
Municipality	Number of Events Dispatched	Total Travel Time (Hours)	Total Time At Scene (Hours)	Total Allocated Time (Hours)
Moncton	20350	5606	15237	20843
Dieppe	2873	810	2015	2824
Riverview	1703	571	1477	2048
Unspecified	5	0.5	1.4	1.9

⁹⁸ *perivale+taylor* reports AVU002, 003, 004, 005, 006

⁹⁹ For the purpose of the analysis, day time is defined as 0600 to 1800, and night time 1800 to 0600

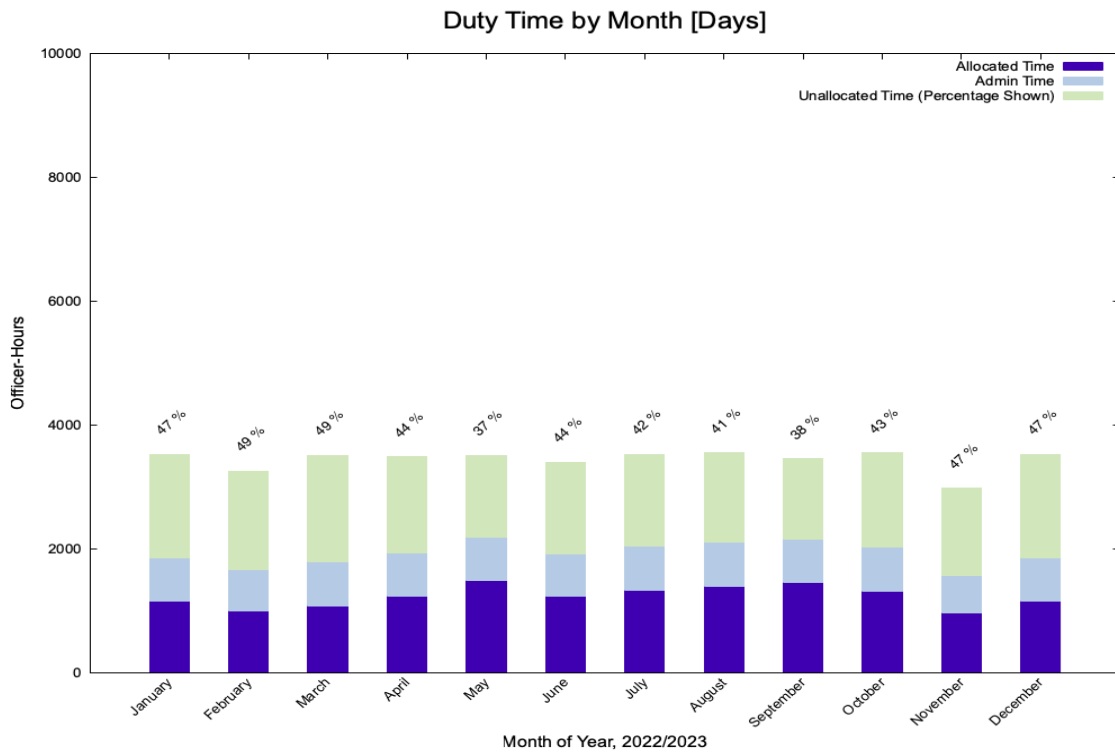
¹⁰⁰ Hours rounded to nearest whole number or single percentage

Histogram 2.5.4.5

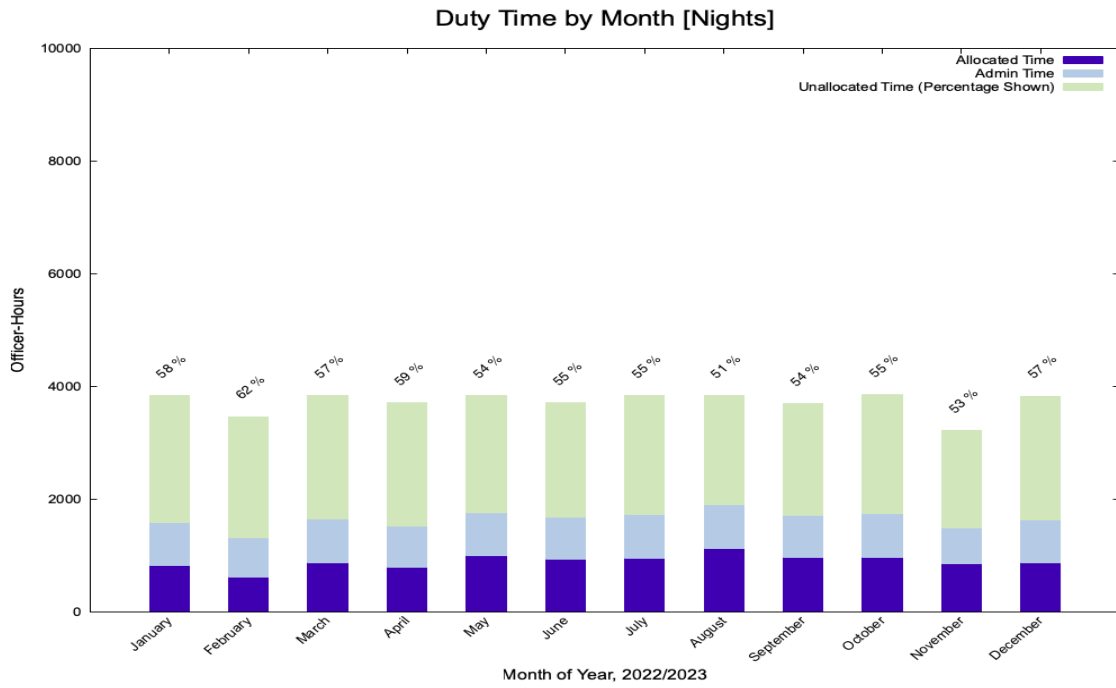


Vertical axis: Allocated Time Hours

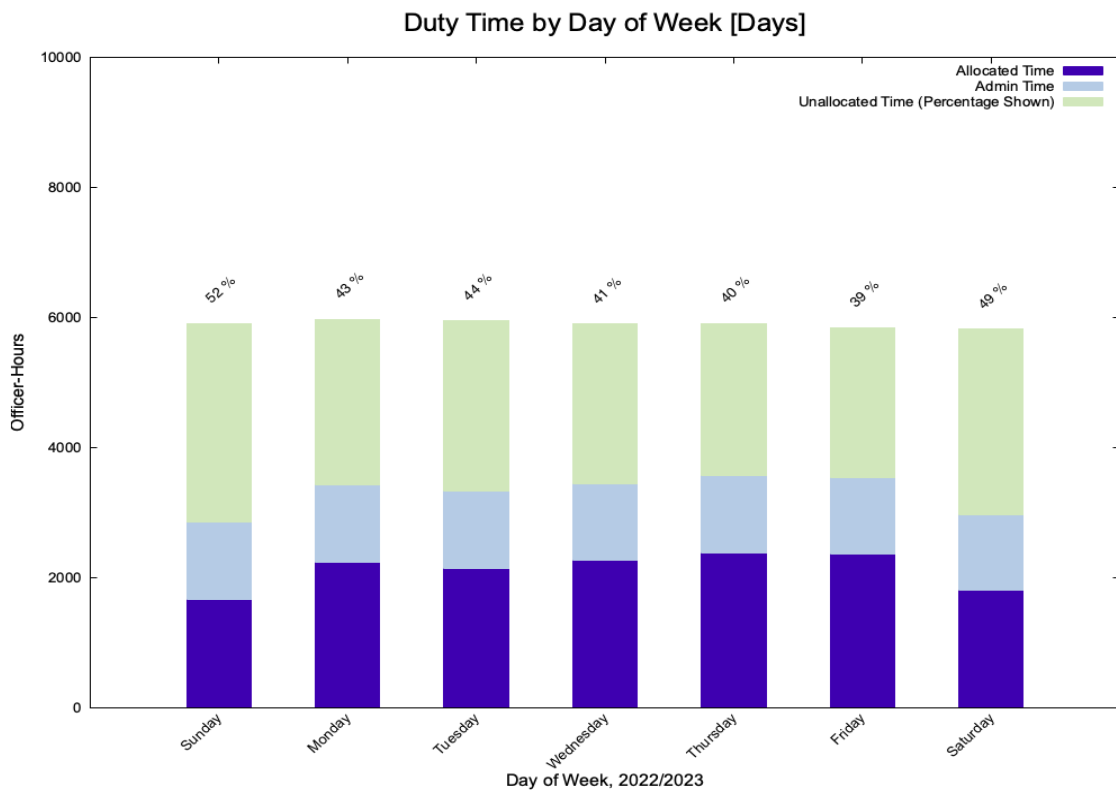
Histogram 2.5.4.6 Allocated – Unallocated – Administrative Time by Month – Day Shift



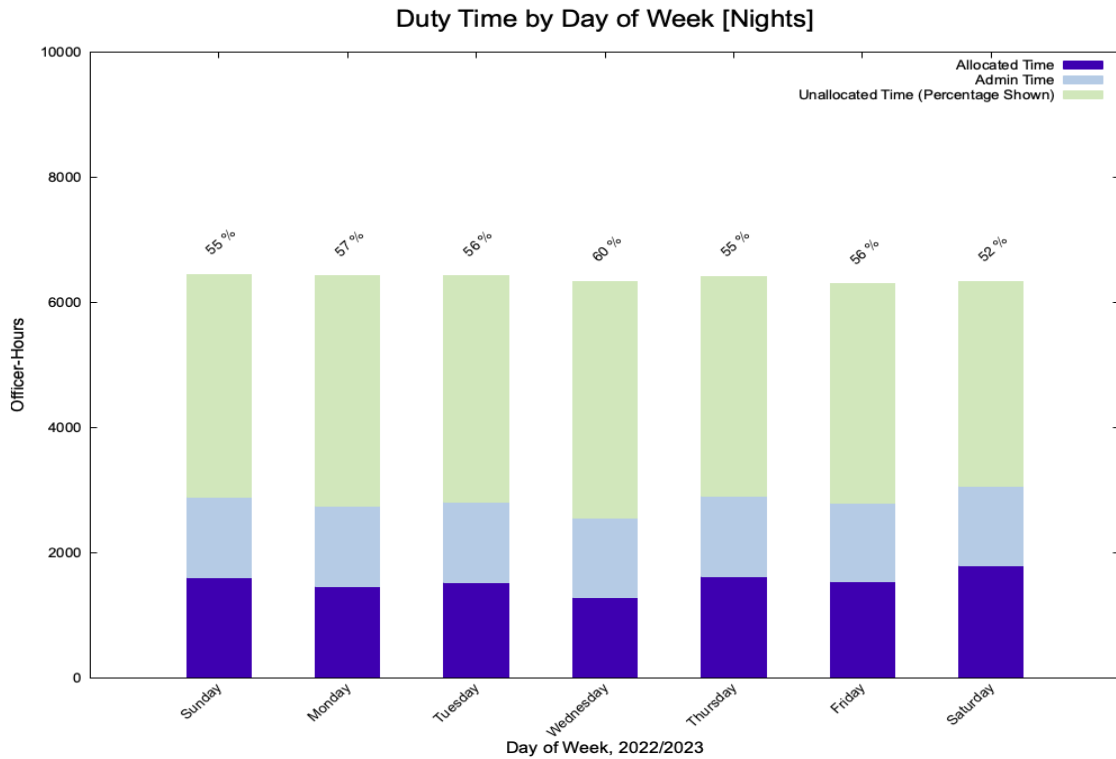
Histogram 2.5.4.7 Allocated – Unallocated – Administrative Time by Month – Night Shift



Histogram 2.5.4.8 Allocated – Unallocated – Administrative Time by Day – Day Shift



Histogram 2.5.4.9 Allocated – Unallocated – Administrative Time by Day – Night Shift



The histograms illustrate the total number of officer hours on the vertical axis, and the columns include the percentage of duty time as: allocated, administrative, and unallocated. The unallocated ranges from 38% to 52% on day shift, and 52% to 60% on night shift. The detailed figures are found in Appendix 2. Comparator allocated time figures are found in section 3.3.5.

2.5.5 Response Times

The following times are from the initial call receipt, through dispatch, to the arrival on scene of the first police unit.¹⁰¹

Priority	Average Time ¹⁰²	Median	Median - days	Median - nights
1	14.91	8.35	8.30	8.45
2	17.69	12.45	13.20	11.83
3	39.35	25.15	28.51	20.75
4	60.80	35,09	36.30	33.11

¹⁰¹ CRPA KPIs 41 & 42

¹⁰² *perivale+taylor* reports CAD041, 042, 043

2.5.6 Summary

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. See Workload Analysis below.

During the analysis, it became apparent that the CIIDS in particular is not being used to the extent that it could be, in order to track incident status and officer activity accurately.

CIIDS and all mainstream computer-aided dispatch (CAD) systems used in police services provide status changes, documenting the progress of each incident. The CAD incident records can therefore provide value to follow-up investigators.

CAD records serve as a critical resource to plan and support:

- deployment analysis
- geographical factors such as district and zone boundaries
- staffing levels and types
- budgets

It is recommended that Improvements to data collection and processing are required.

3 Comparators

3.1 Police Agencies

The comparator agencies comprise two groups:¹⁰³

- urban municipalities with reasonably similar population numbers, 2021 statistics ¹⁰⁴
- functional and workload comparisons from across Canada, 2015-2022 ¹⁰⁵

The population figures used are from the 2021 Statistics Canada Census.

Jurisdiction	Population
City of Moncton	79,470
City of Dieppe	28,114
Town of Riverview	20,584
Codiac total	128,168

The measurements include:

- staffing level of policing – police per 100,000 population
- type of policing services – independent, regional, shared services
- costs per capita
- workload per officer
- police gender ratios
- police and civilian staff ratios
- crime severity index
- clearance rates

Information in tables where the police agencies are identified is from the public domain. When requesting information from comparator agencies which is not publicly available, the request specified that such information and statistics would be reported in an anonymous, aggregated form.

In anonymous comparator tables, using information supplied by the agencies, not in the public domain, the agencies are listed using different numbers or letters to emphasize the lists contain differing agencies depending on the information available to the *Study*.

¹⁰³ The sample includes Fredericton and Saint John, NB; and Surrey BC, mentioned in the RFP

¹⁰⁴ Statistics Canada

¹⁰⁵ *perivale+taylor* reviews

In 1997, prior to the current regional policing model, the total police staffing of the Moncton Police, Dieppe Police, and Riverview RCMP was 173.¹⁰⁶ This figure does not include the specialized services and Divisional Administration provided to the Riverview RCMP Detachment.

Similar-size Jurisdictions ¹⁰⁷

Jurisdiction	Population	Population % males aged 15 to 34	Area km ²	Density per km ²
Saint John	69,895	13	326	222
Fredericton	63,116	14	134	471
Codiac	128,168	13	252	509
○ Moncton	79,470	13	141	565
○ Dieppe	28,114	12	77	365
○ Riverview	20,584	11	34	604
Barrie	147,829	14	99	1493
Greater Sudbury	166,004	13	3186	52
Red Deer	100,844	13	104	967
Abbotsford	153,524	14	375	409
Coquitlam	148,625	13	122	1217
Kamloops	97,905	14	298	329
Kelowna	144,576	14	212	682
Nanaimo	99,863	12	90	1104
North Vancouver City	58,120	9	12	4913
North Vancouver District	88,168	11	161	549
Victoria & Esquimalt	109,400	14	26	4208
○ Victoria	91,867	14	19	4722
○ Esquimalt	17,533	13	7	2477
Surrey ¹⁰⁸	568,322	15	316	1798

¹⁰⁶ Canadian Centre for Justice Statistics. Crime and Police Resources in Canadian Municipalities, 1997

¹⁰⁷ Statistics Canada 2021 Census. Age, area, and density figures rounded to whole numbers

¹⁰⁸ Surrey is included as it is an example of a transition in progress

Police Agencies' Staffing ¹⁰⁹

Table 3.1b Comparator Agencies Staffing							
Police Agency	Police *	Male	Female	Female %	Civilian support staff **	Civilian support staff %	Authorized police Strength per 100K pop'
Saint John	134	108	26	19	50	27	188
Fredericton	109	89	20	18	27	20	169
Codiac	158	120	38	24	83	34	114
Barrie	240	196	44	18	121	34	162
Greater Sudbury	257	213	44	17	164	39	160
Red Deer	179	137	42	23			163
Abbotsford	224	164	46	21	78	26	130
Coquitlam	172	136	36	26			109
Kamloops	151	112	39	26			140
Kelowna	225	170	55	24			212
Nanaimo	171	124	48	28			145
North Vancouver City ***	64	44	20	31			165
North Vancouver District ***	70	53	17	24			86
Victoria ****	227	167	60	26	90	28	264
Averages				24		29	161

Figures rounded to closest whole number

* The Statistics Canada numbers may vary from the actual numbers supplied by the police agencies, but are used as common comparators

** Statistics Canada figures do not include the number of municipal staff in RCMP detachments. The figures have been added from the Codiac ME Organization Chart, but do not include the contracted janitorial and detention

*** North Vancouver RCMP is a blended detachment providing services to the City and District

**** The Victoria Police Department is a regional (amalgamated) police agency providing police services to the City of Victoria and the Township of Esquimalt

¹⁰⁹ Found at: Statistics Canada. [Table 35-10-0077-01 Police personnel and selected crime statistics, municipal police services](#)

DOI: <https://doi.org/10.25318/3510007701-eng>

Summary

Police to population calculations, by themselves, should be treated with caution, as the following example illustrates. The two municipalities, P and Q, have approximately similar-sized populations but different demographics;¹¹⁰ and receive policing services from the same police agency.¹¹¹

	Police per 100,000 Pop.	Crime Rate	Population % males 15-34	Police Cost per Capita
P	86	31	3.5	\$136
Q	222	229	12	\$427

Males aged 15 to 34 are statistically more likely to be involved in criminal behaviour.¹¹² The census reports the number of males in this age group is only 3.5% of the total population in municipality P, but 12% in municipality Q.

The other comparator agencies comprise generic workload-per-officer measurements from over 20 Canadian police agencies and are included in the various measurements as needed. Not all the comparators are included in all measurements.

Surrey BC is included in the comparators because of the ongoing initiative considering transitioning from an RCMP Detachment to a municipal police department.

Jurisdiction	Population	Police	Population per Officer
Surrey	568,322	843	712

Several agencies provided specific numbers for the *Study*; these numbers and information assisted in determining the modelling of a potential Codiac police force. The police numbers for the RCMP detachments do not include specialized services and Divisional Administration.

Typically, the RCMP Divisional Administration cost, representing the complete costs of the organization in supporting the detachments, is approximately twenty percent in addition to the detachments' costs. It is estimated that a Codiac municipal police force would require approximately 180 sworn officers to be equivalent to the Codiac RCMP with the various services provided through 'J' Division.

¹¹⁰ Statistics Canada Census; and provincial crime statistics

¹¹¹ *Police Resources in BC*

¹¹² *Age and the Distribution of Crime*. American Journal of Sociology, 94, 4: 803-831. Sampson, Robert J. 2002

The comparators provide an overall background for the *Study*. However, caution should be exercised in using the figures, as, for example, some agencies may include Operational Communication Centre (OCC) staff in the civilian staffing figures, where others contract the function to a regional OCC agency – although the costs of such contracting may be included in the police budget, the civilian staffing numbers will not.

Also, municipal agencies differ in the budget calculations, some include all facility costs, in others, the facilities' costs are included in the municipal capital budgets.

The comparisons provide a background and context of Codiac policing. However, accurate annual workload analyses are essential to determine what work is being conducted and how many staff are required.

3.2 Crime Statistics ¹¹³

The following tables illustrates the Crime Severity Rates, Weighted Violent Clearance Rates, and Weighted Non-violent Clearance Rate.

Variations in reporting crimes have long been a fundamental limitation of using police-reported data to understand trends and make comparisons among jurisdictions. Victimization data have consistently shown that reporting to police is related to the seriousness of the offence. Less-serious offences, which dominate the crime rate, are more likely to go unreported to police. In turn, these offences are not always reported consistently by police to Statistics Canada. These reporting issues have had an impact on the comparability of crime rates among provinces, territories and police services.

The Crime Severity Index (CSI) was designed to create a measure that would provide a more meaningful indicator of change in police-reported crime from year to year, and which would enhance the comparability of crime statistics at the provincial, territorial and municipal level by taking into account the relative seriousness of each offence.

Clearance Rates refers to the number of criminal incidents solved by the police in the year divided by the number of criminal incidents reported in the year. Police can clear an incident by charge or by means other than the laying of a charge. For an incident to be cleared by charge, at least one accused must have been identified and either a charge has been laid, or recommended

¹¹³ Found at Statistics Canada. [Table 35-10-0077-01 Police personnel and selected crime statistics, municipal police services DOI: https://doi.org/10.25318/3510007701-eng](https://doi.org/10.25318/3510007701-eng)

to be laid, against this individual in connection with the incident. For an incident to be cleared otherwise, an accused must be identified and there must be sufficient evidence to lay a charge in connection with the incident, but the accused is processed by other means for one of many reasons.¹¹⁴

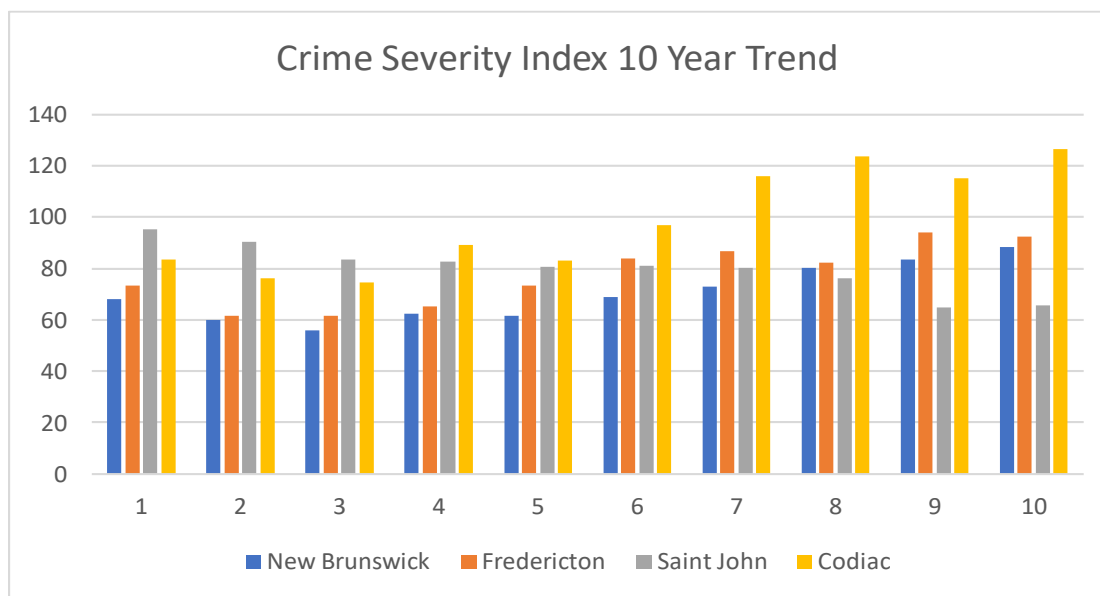
The tables below illustrate the crime figures for the comparators. For the purposes of this section, all numbers have been rounded to the closest whole number. Appendix 3.2 includes comparators from a range of Canadian jurisdictions.

3.2.1 New Brunswick – CIS¹¹⁵

Table 3.2.1 Crime Severity Index 10-year Trend										
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
New Brunswick	68	60	56	62	62	69	73	80	83	88
Fredericton	73	62	62	65	73	84	87	82	94	92
Saint John	95	90	84	83	81	81	80	76	65	66
Codiac	83	76	75	89	83	97	116	124	115	127

¹¹⁴ Statistics Canada

¹¹⁵ Statistics Canada, Crime Severity Index and Weighted Clearance Rates, police services in the Atlantic provinces 1 2 3 4 5. Table 35-10-0186-01. Release date 2022-08-02. The Crime Severity Index (CSI) includes all Criminal Code violations including traffic, as well as drug violations and all Federal Statutes. The CSI measures changes in the level of severity of crime in Canada from year to year. In the Index, all crimes are assigned a weight based on their seriousness. The level of seriousness is 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. The PRCIS is standardized to 100 in base year 2006. CSI weights are updated using data from the Integrated Criminal Courts Survey every 5 years. 2017 marks the second update to the CSI weights since 1998. 2016 revised and 2017 CSI data are presented here using the updated weights and may have a marginal impact on the CSI data itself.



3.2.2 New Brunswick – CSI – Clearance – Violent – Non-violent Rates ¹¹⁶

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
New Brunswick	68	60	56	62	62	69	73	80	83	88
Clearance	41	41	41	37	42	37	35	34	30	26
Violent	65	59	58	60	66	70	77	87	84	90
Non-V *	69	60	55	63	60	6	71	77	82	88
Fredericton	73	62	62	65	73	84	87	82	94	92
Clearance	30	35	38	32	32	31	40	32	34	29
Violent	72	55	62	57	64	81	125	87	91	95
Non-V	74	64	61	68	77	85	73	80	95	91
Saint John	95	90	84	83	81	81	80	76	65	66
Clearance	49	53	56	53	58	64	58	55	53	46
Violent	102	81	97	104	114	114	107	98	92	74
Non-V	42	46	49	45	49	54	58	47	46	37
Codiac	83	76	75	89	83	97	116	124	115	127
Clearance	34	35	37	30	37	28	24	27	22	22
Violent	75	80	89	88	88	83	108	126	90	104
Non-V	86	75	69	90	81	102	119	123	124	134

* Non-V: non-violent

¹¹⁶ Statistics Canada, Crime severity index and weighted clearance rates, police services in the Atlantic provinces 1 2 3 4 5. Table 35-10-0186-01

3.2.3 Provincial CSI Ten-year Trend

Jurisdiction Provincial	CSI 2012	CSI 2021	Difference	Change + %	Change - %
New Brunswick	68	88	20	29.4	
Ontario	59	56	-3		-5.1
Alberta	86	101	15	17.4	
British Columbia	95	93	-2		-2.1
Average				23.4	-3.6
Median				23.4	-3.6

3.2.4 Municipal CSI Ten-year Trend

Jurisdiction Municipal	CSI 2012	CSI 2021	Difference	Change + %	Change - %
Fredericton	73	92	19	26.0	
Saint John	95	66	-29		- 30.5
Codiac	83	127	44	53.0	
Barrie	57	58	1	1.8	
Sudbury	71	85	14	19.7	
Red Deer	161	176	15	9.3	
Abbotsford	72	73	1	1.4	
Surrey	114	86	-28		- 24.6
Coquitlam	71	58	-13		- 18.3
North Vancouver City	73	78	5	6.8	
North Vancouver District	44	38	-6		- 13.6
Kamloops	103	135	32	31.1	
Kelowna	118	142	24	20.3	
Nanaimo	105	130	25	23.8	
Victoria	125	148	23	18.4	
Average				19.2	- 21.8
Median				19.7	- 21.4
Jurisdiction Provincial	CSI 2012	CSI 2021	Difference	Change + %	Change - %
New Brunswick	68	88	20	29.4	
Ontario	59	56	-3		-5.1
Alberta	86	101	15	17.4	
British Columbia	95	93	-2		-2.1
Average				23.4	-3.6
Median				23.4	-3.6

3.2.5 Summary

In Table 3.2.2 above, 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, but the largest percentage increase, especially over the past four years.

The Crime Severity Index of the 15 municipal jurisdictions figures in Table 3.2.4, above, illustrates 11 increases during the ten years 2012 to 2021, averaging 19.2 percent, and four jurisdictions had decreases averaging 21.8 percent.

Appendix 3.2 includes detailed analyses of the comparator jurisdictions over the ten-year period.

3.3 Type of Police Services

Comparisons with other police agencies across Canada, the US, and UK show broad similarities in policing services and in innovations in public safety and policing.

The Workload Analysis illustrates a significant number of incidents, 5259 or 21 percent, are represented in just two categories: *unwanted person* and *disturbance*, which indicates social disorder issues. Three percent, or 750 incidents, represent suicide attempts or threats. When intoxication incidents (238) are added, this group of social disorder issues represent 25 percent of the dispatched calls for service.

3.3.1 Social Disorder & Alternative Service Providers

A significant challenge of policing is addressing the downstream social disorder caused by non-criminal issues such as homelessness, mental health, and addictions.

This section examines policing innovation, and a range of approaches to *mental health crisis management*. Mental health issues are often the downstream combined effects of poverty, addiction, and homelessness. These consequences frequently lead to public disorder. This in turn, requires the police to attend to keep the peace.

Appendix 3.3.1 includes descriptions of police innovation in this area, and Appendix 3.3.2 provides a summary of homelessness issues.

There are differences in the Canadian, UK, and US policing models. Generally, Canadian and UK approaches involve partnerships between the police and social agencies, often deploying joint teams. 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.

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,¹¹⁷ only the police have the authority and responsibility, under the *Mental Health Act*, 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*.¹¹⁸ 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. Consequently, this occurs even when the special skills or authority or equipment of the police is not required.

The current debate concerning reform centres on the role of the police and the manner in which the police exercise their powers, and the associated debate over whether the police are the most appropriate agency to address mental health matters. The challenge for police and society is the need to keep the peace and protect life and property, while delivering policing services in a protective and constructive manner. Vulnerable persons' behaviour is often driven by otherwise non-criminal intent.

Section 5.3.2 describes the non-police functions providing direct services to the public and/or support for operational police functions.

3.3.2 Partnership between the Codiac RCMP and Health Networks¹¹⁹

The intent of the partnership is to address community mental health issues in a manner that not only enhances service delivery, but does so in an efficient, effective, and financially responsible manner. By forming a tactical partnership, Mobile Crisis Services Unit (MSCU) clinicians would be able to attend mental health related calls with RCMP members in order that the security of the MSCU clinicians is safeguarded.

¹¹⁷ It appears that the police responsibility for mental health crises and protective apprehensions is common across Canada, the US, and the UK

¹¹⁸ New Brunswick *Mental Health Act* s.10

¹¹⁹ MOU An Agreement between the Mobile Crisis Services Unit of the Addictions and Mental Health Services Departments of the Horizon Health Network and the Vitalité Health Network (MSCU) and the Codiac RCMP, August 2017

The clinician can then perform an assessment of the person in crisis which will allow appropriate treatment to be commenced and which may prevent the necessity of taking the person into custody under the MHA and transporting them to hospital. In cases where the person does require more in-depth assessment in a hospital setting, the MSCU clinician would be able to accompany the police to assist in providing pertinent medical information and, therefore, would allow a more thorough assessment to be made.

The service operates daily from 1200 to 2200. The following outcomes are reported by the Mobile Crisis Services Unit.

Services & Month	1	2	3	4	5	6	7	8	9	10	11	12	Total
Total	40	28	49	30	38	37	47	40	44	57	50	30	490
Mobile no ER	19	24	30	24	21	19	29	25	28	33	27	22	301
Client to ER GLD	0	2	2	0	0	3	2	2	1	0	0	0	12
Client to ER MCH	4	0	2	1	2	1	2	3	6	6	4	2	33
Consultations	15	2	9	5	10	8	7	8	6	9	7	7	93
Follow-ups	2	0	6	0	5	6	8	2	3	9	12	2	55
Avoided Hospital %	90	93	92	97	95	89	91	88	91	89	92	93	92

3.3.3 Codiac Alternate Service Providers

The Codiac Regional Police includes a range of non-police staff and functions to provide complementary public safety services.

Community Policing Manager

The Manager, a Municipal Employee, designs and implements community-based programs, proactive initiatives and strategies that contribute to the core police role of reassurance policing, prevention, and reduction of crime through education, early intervention, and sustainable community engagement. The Manager works with the Codiac Community Policing Unit and provides a local police connection between the RCMP and the community. This position is in direct support to law enforcement activities as it engages the community in mutual problem solving, providing a connection between the RCMP and the specific cultures, situations, and expectations of communities.

Community Intervention Officer – Social Worker

The CIO-SW provides direct support to the Codiac law enforcement activities, engaging community partners in problem solving and bridging the service gaps and increasing protective

factors in individuals involved with the law. The CIO-SW provides general and specific assistance to the most at-risk clients.

Community Intervention Officers (CIO)

The CIO provides direct support to the Codiac law enforcement activities, engaging community partners in problem solving and bridging the service gaps and increasing protective factors in individuals involved with the law. The CIO also provides general and specific assistance to victims of crime.

Community Program Officer (CPO)

The CPO designs and implements community-based programs, proactive initiatives, and strategies that contribute to the core police role of reassurance policing, prevention, and reduction of crime through education, early intervention, and sustainable community engagement. The CPO is direct support to law enforcement activities as it engages the community in mutual problem solving, providing a connection between the RCMP and the specific cultures, situations, and expectations of communities.

Additional Providers

A number of additional non-police functions provide direct public safety services from within the Codiac RCMP and are described in section 5.3.2.

Community Safety Officers (CSO)

In the City of Moncton, an additional public safety function is in place. CSOs are deployed through the Corp of Commissionaires. Four CSOs are deployed 24/7, and two CSOs are deployed downtown during the day, Monday to Friday. The role of the CSOs is under the direction of the City of Moncton Bylaw Enforcement Department. Community Officers work, to enhance community safety by providing a uniformed presence throughout the municipality. Community Officers engage in preventative patrols seeking compliance of municipal, parking and animal bylaws. The results include complaint handling, pan handling, on-street parking regulations, encampment/social issues.¹²⁰

As the above positions are Municipal Employees, they could remain in place in the event of a municipal police force being established.

¹²⁰ Corp Job Description and June 2022 Results Report

3.3.4 Dispatched Calls for Service

The following tables provide a broad measurement, the number of dispatched calls for service are compared with staffing levels of

- police agencies with similarities to Codiac for the year 2021
- a national group of Canadian police agencies

Tables 3.3.4.a and 3.3.4.b illustrate dispatched calls per agency officer. The figures are determined by dividing the total annual number of dispatched calls-for-service (Codiac Regional Police 24,929¹²¹) by the agencies' total number of authorized sworn personnel (CRP 153¹²²). The calls-for-service numbers do not include police-initiated events.

Table 3.3.4.a

Dispatched Call-for-Service per Agency Officer ¹²³ Study Comparators 2021	
Comparator agencies	Dispatched calls per Officer
U	398
V	380
W	290
Average not including Codiac	283
X	269
Y	248
Codiac	163
Z	113

¹²¹ *perivale+taylor* CIIDS analysis

¹²² CRP RM Organization Chart 2022 and as advised by the RCMP

¹²³ *perivale+taylor* 2022

Table 3.3.4.b

Dispatched Call-for-Service per Agency Officer ¹²⁴ National Comparators 2018 - 2020	
Comparator agencies	Dispatched calls per Officer
Agency 1	326
2	291
3	266
4	231
5	228
6	224
Average not including Codiac	183.5
7	173
8	170
9	170
10	167
11	166
Codiac	163
12	160
13	157
14	141
15	135
16	109
17	100
18	89

¹²⁴ *perivale+taylor* 2018, 2019, 2021

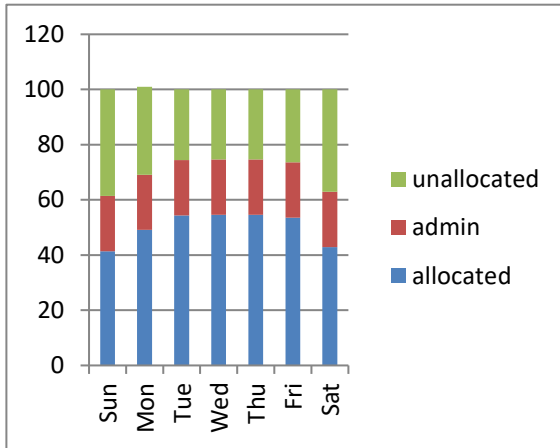
3.3.5 Allocated and Unallocated Time

3.3.5.1 Comparators

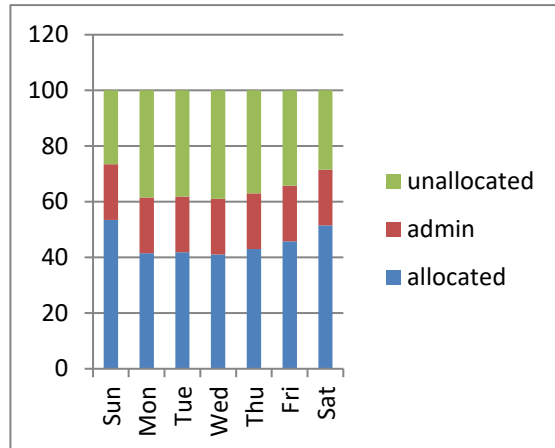
The following comparator examples are from three Canadian municipal police agencies.¹²⁵

Comparator 'A' – Municipal Police Department Patrol Division

Day Shift

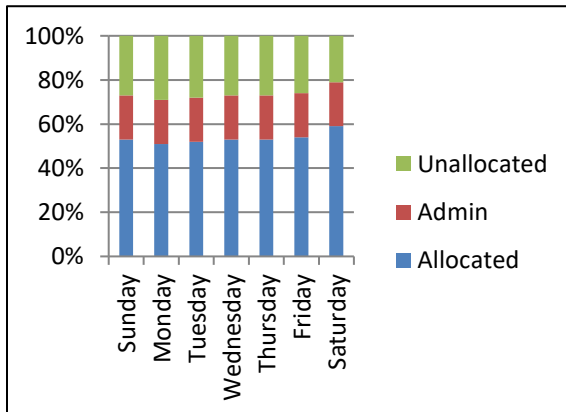


Night Shift

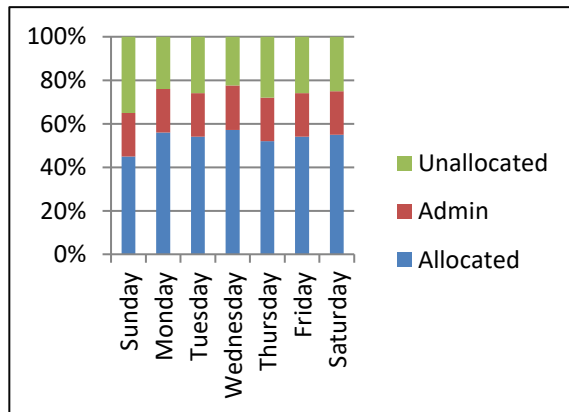


Comparator 'B' – Municipal Police Department Patrol Division

Day Shift

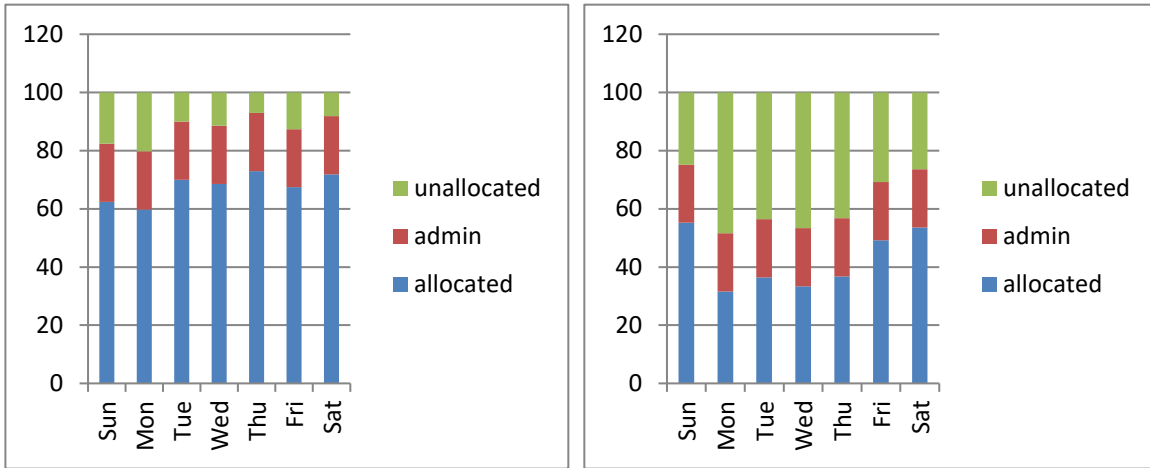


Night Shift



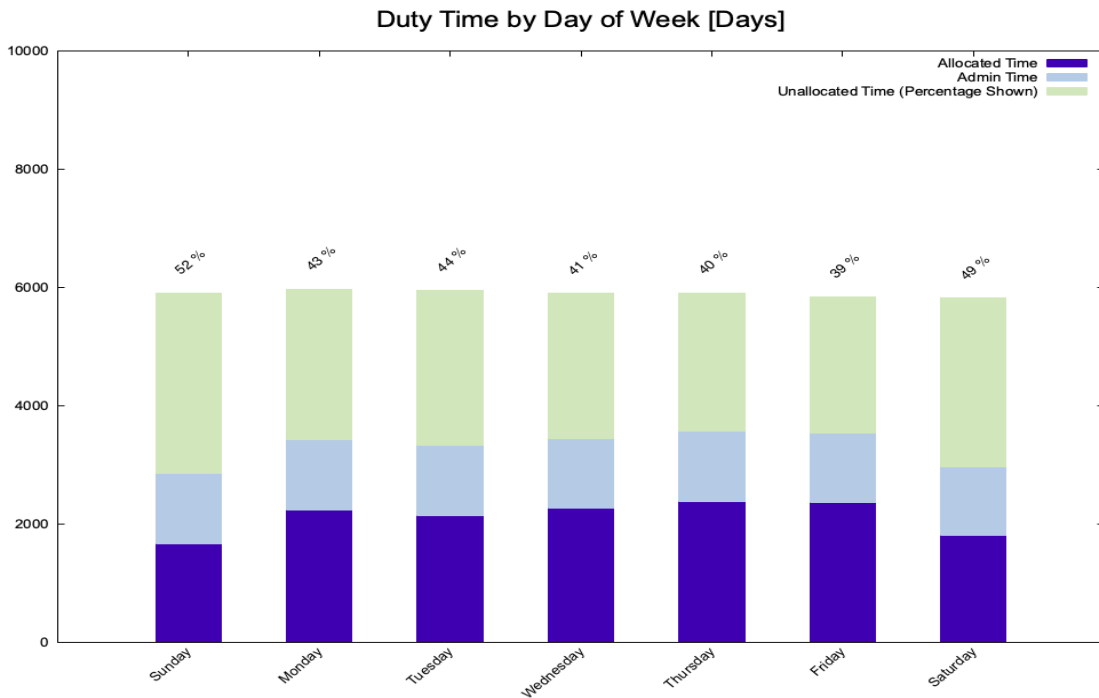
¹²⁵ perivale+taylor workload analyses 2019

Comparator 'C' – Municipal RCMP Detachment General Duty
Day shift Night shift

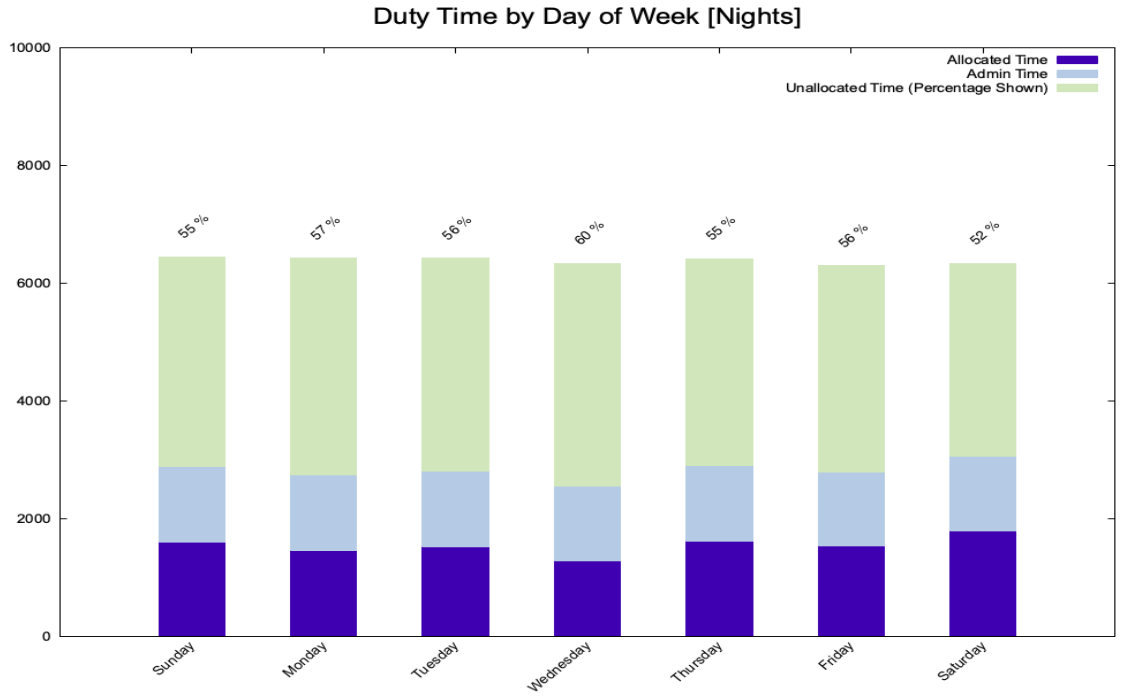


3.3.5.2 Codiac

Day Shift



Night Shift 3.3.5.3



Summary Unallocated Time Comparisons

The Codiac unallocated time averages approximately 44% during the day and 55% during the night. Comparator A unallocated figures are approximately 31% and 36%; comparator B: approximately 27% both days and nights; and comparator C: 12% and 36%. The night shift figures are frequently higher, typically, because of the fewer events in the early hours which still require a reasonable police presence.¹²⁶

Caveat: Feedback to the *Study* suggested the CIIDS data are incomplete and unable to accurately measure allocated time. See Workload Analysis.

¹²⁶ perivale+taylor reviews

4 Space Needs Assessment

4.1 Overview

This Assessment explores the physical infrastructure implications of the various operating models. Specifically, this study explores:

- the existing Codiac RCMP Policing infrastructure in 2022
- the planned and partially completed replacement Codiac RCMP Policing infrastructure
- the 20-year projected infrastructure space needs to support:
 - Regional RCMP Police Force to 2044
 - Regional Municipal Police Force to 2044
- the variances between the planned replacement detachment 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* m²¹²⁷ 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.

4.2 Satellite Offices

In previous reviews, *perivale+taylor* found uncertainty regarding the mandate, opening hours, and services provided by police storefronts and satellite office. 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, it is recommended that the planned office at 795 Main Street, Moncton,¹²⁸ be used as a model and the functions, resources (input), activities (output), and the outcomes measured. The service effectiveness and cost effectiveness of the satellite office can then be assessed.

¹²⁷ 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

¹²⁸ Suites 100 and 101, 4,314 square feet, ground floor

The following factors must be considered:

- what is the need for which the satellite office is a solution
- the functions of the office must be clearly articulated
- why would a citizen attend the storefront rather than call the police, make an on-line report, or attend the detachment front counter
- whether the satellite office duplicates the services provided through the police headquarters' front counter without an additional benefit for the public
- the hours of operation and services provided must be clearly advertised and reliable
- office staff, volunteers, and City staff must be specifically trained for the function
- the start-up and ongoing costs must be measured and weighed against outputs and outcomes
- the office should not be promoted as *community policing*, which suggests the Detachment front counter and all other police operations are not *community policing*

Over the five-year period, 2022 to 2027, the rental costs for 795 Main Street will be \$353,748 plus HST. The additional operating costs include: business taxes, liability insurance, garbage removal, communication equipment, alarm monitoring, electricity, cleaning, and property taxes.¹²⁹ The building must be renovated to RCMP standards for safety and security: it must have an independent air exchange system and duct work, and independent electrical and water systems, costing \$663,000.¹³⁰

4.3 Vehicles

Police vehicles represent a significant space issue, including weather protection, easy access, and security.

Codiac RCMP has 59 vehicles¹³¹ and 153 authorized police positions, a ratio of 2.6 officers per vehicle. The comparators in the table below are Canadian municipal police agencies. The average ratio is 2.29, illustrating CRP has a slightly lower ratio of vehicles per officer.

¹²⁹ Lease between the Landlord and the Codiac Regional Policing Authority, February 2022

¹³⁰ CPRA announcement March 2023, news report

¹³¹ RCMP

Police Fleet Numbers ¹³²	
Agency	Officers per Vehicle
i	1.7
ii	1.8
iii	2.0
iv	2.1
Average – not including CRP	2.29
v	2.3
vi	2.4
vii	2.5
CRP	2.6
viii	2.6
ix	2.6
x	2.7

4.4 Findings

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.

¹³² *perivale+taylor* reviews

5 A Modern Codiac Police and Public Safety Agency

5.1 Functions & Research

It is well established in literature that contemporary policing organizations operate in a highly dynamic, complex, and constantly evolving political, social, economic, and technological landscape. This environment consists of, among other things, the nature of the local community, federal and provincial legislation, policies, procedures, and programs, local public and private resources, the media, and public opinion.

The work performed by police services to ensure public safety is said to encompass *a broad spectrum of responsibilities related to law enforcement, crime prevention, victim assistance, the maintenance of public order, and collaboration with external agencies*.¹³³ Law enforcement philosophy, most notably community policing, furthers these complexities.¹³⁴

In a study of current 21st century complexities facing policing,¹³⁵ it is posited that *the public is now demanding a voice in policing at precisely the moment that policing has become unprecedentedly more complicated*. Six dimensions in which this increased complexity has occurred are outlined:

- changes with policing tasks
- demands of the public
- strategies
- technology
- accountability
- resources

In consideration of the development of modern policing in Canada specifically, three concerns that have shaped the debates surrounding Canadian policing include:

- the economics of policing
- technology and policing
- police legitimacy¹³⁶

¹³³ Mazowita & Greenland, 2016

¹³⁴ College of Policing, 2019; Bayley, 2016; Leuprecht, 2014

¹³⁵ Bayley (2016: 170)

¹³⁶ Sheptycki

It is suggested that police agencies have become open to new methods for dealing with crime as they continue to become more proactive in their services requiring restructuring, reorganization, and resource re-allocation along with new policing strategies and techniques;¹³⁷ concluding:

- new institutions are needed for regularizing the input of the public into police policy
- senior police officers must be better prepared for assuming the responsibilities of chief officer
- a new professionalism is needed that relies more on rigorous evaluation of policies, both strategic and managerial, rather than personal experience.

Due to the changing context of police work (response to broader social matters such as mental health issues) as well as criminal activity (national security, terrorism, globalized organized crime, financial crime, and cybercrime), the conventional structure and operational demands on policing services are fundamentally being challenged.¹³⁸ These developments are occurring alongside debates on the economics of policing and community safety, and are focused on identifying the cost drivers of police expenditures as well as identifying cost efficiencies in delivering police services without compromising public safety.¹³⁹ In addition to this, it has become increasingly important to commit to continuous improvement in service delivery in terms of efficiency and effectiveness, while maintaining transparency of policy, procedure, and process.¹⁴⁰

The Institute for Canadian Urban Research Studies found that the demand for police services has been increasing over the past ten years through increases in non-criminal calls for police involvement, continuing increases in the legal complexity of equitable handling of cases, the growing policing response to mental health and addiction needs, and the increases in technical demands on services. While there is a range of changes to the way policing *gets done* in the Canada, it is important to state at the outset, that it is the police and civilian staff, at a local level, who must respond to an increasingly dynamic set of requirements and expectations. Police agencies, large or small, urban, rural, or remote, must adapt to increased pressure in their daily work and are required to serve multiple, and at times, seemingly incongruent roles. These pressures stem from internal and external forces, reflecting an evolving social and economic context in communities.¹⁴¹

Appendix 5.1 includes further research on the policing and public safety functions.

¹³⁷ Bayley 2016

¹³⁸ Council of Canadian Academies 2014

¹³⁹ Public Safety Canada 2013

¹⁴⁰ Coleman, 2012; Kelling and Moore, 1988

¹⁴¹ Institute for Canadian Urban Research Studies. (2014). Economics of policing: Complexity and costs in Canada

5.2 Right Sizing

Growing economic, social, political, and technological changes of the 21st century are 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. Instead, recommendations are often based upon underlying and unproven declarations. Making any firm conclusions has proven difficult amid this evolving landscape, and literature base. Appendix 5.2 includes a literature review of right sizing research.

5.3 Components & Staffing ¹⁴²

Police Positions		
Positions by unit	Rank	Section
1	Superintendent	OIC
1	Operations Inspector	Watches
1	Staff Sergeant	Watches
2	Sergeant	
6	Corporal	
21	Constable	
20	Constable	
1	Staff Sergeant	Watches
2	Sergeant	
6	Corporal	
20	Constable	
20	Constable	
1	Inspector	Operations Support
1	Staff Sergeant	Operations Support
3	Sergeant	
4	Constable	
8	Corporal	
14	Constable	
10	Constable	
5	Constable	
5	Constable	
1	Staff Sergeant	Administration
153	Total	

¹⁴² Codiac Organization Chart 2022

5.3.1 Workload Analysis & Policing Services

The *Study* Workload Analysis shows that twenty-five percent of Codiac calls for service are related to public disorder rather than purely criminal events. This is not to assume that these incidents are not police issues. The need for peace officer powers is frequently required under the *Criminal Code* and the *Intoxicated Persons Detention Act*.

The following sections describe the range of functions necessary in Codiac.

5.3.2 Administration and Support Staff

The civilian staff (Moncton municipal employees (MEs)) working within the RCMP Detachment and OCC total 85 FTEs, including:¹⁴³

- Executive Assistant 1
- Financial Supervisor 1
 - Finance Clerk 2
- Courts Section Manager 1
 - Court & Administration Officer 5
 - Court Administration Clerk 7
 - Records Validation and Court Operations Administrator 5
 - Information Processor 2
- Operations Communication Centre Manager 1
 - OCC Assistant Manager 1
 - Team Lead 4
 - OCC / 9-1-1 Operator 29
- Community Relations Officer 1
- Manager – Administration 1
 - Training /NARMS Coordinator 1
 - Court & Administration Officer – Public Complaints 1
 - Exhibit / Fleet Custodian 2
 - Janitorial – MaidExec – contracted out
 - Cells – private operator – contracted out

Complete job descriptions are included in Appendix 5.3.2.

¹⁴³ All MEs and Job Descriptions are from the Moncton 2022 ME Organization Chart

5.3.3 Investigation and Operational Support Functions

The current staffing level includes general investigative and operations support functions with 44 RMs. Specialized regional and provincial functions and facilities, if not provided by 'J' Division, will need to be provided by the new police force.

Major Crime

An essential function of a new police force will be the major crime investigation function. Based on comparator jurisdictions, the Codiac major crime staffing would comprise:

- Staff Sergeant: Manager
- Sergeant: Supervisor
- Investigators: RM Constables 4
- Investigator: Polygraph: RM Constable
- Document Management: Municipal Employee (ME)
- Administrative Support: ME
- Clerical Support: ME

Forensics

Forensics Investigation Services will require a team of:

- Staff Sergeant: Manager
- Sergeant: Supervisor
- Investigative Technicians: Constables/MEs 4
- Internet Forensic Specialist: ME
- Cellphone Forensics Specialists: MEs 2
- Administration Support: ME
- Clerical Support: ME

Current Regional and Provincial Services ¹⁴⁴

- Air Services
- Critical Incident Program (CIP)
- Emergency Response Team (ERT)
- Explosive Disposal Unit (EDU)
- Federal Serious and Organized Crime (FSOC)
- Forensic Identification Services (FIS)
- Ground Search and Rescue (GSAR)
- Major Crime Unit (MCU)
- New Brunswick Integrated Enforcement Unit (NBIEU):
- Police Dog Services (PDS)
- Provincial Crime Reduction Unit (PCRU)
- Strategic Communications
- Tactical Support Group (TSG)
- Underwater Recovery Team (URT)

¹⁴⁴ Codiac RCMP Presentation, CRPA, January 2023

5.3.4 Primary Response and Community Policing (General Duty)

The current primary response deployment model includes 99 sworn staff, including Staff Sergeants, Sergeants, Corporals, and Constable/, see Section 2.5.1. Eighty-one of the positions are Constable investigators.

A new police force would require approximately a similar number, with additional staff for the specialized services which are currently provided through 'J' Division. The current specialized services operating in Codiac are listed in Appendix 5.8.

5.4 Recruitment and Bilingualism

The NB Provincial Policing Standards include:

Police forces shall provide adequate and effective policing that meets the needs of the community and encourages diversity. To assist in achieving this requirement, police forces must recruit police officers through a process sensitive to the principles of transparency and equity. For adequate and effective policing, police forces are required to select qualified individuals.¹⁴⁵

Many agencies encounter obstacles in attracting suitable candidates, and this has contributed to a significant police shortage in a number of Canadian police agencies.¹⁴⁶ Some agencies are offering signing bonuses from \$20,000 to \$30,000 to encourage applications.¹⁴⁷

A limited number of comparator agencies show a small percentage of bilingual officers. In Codiac, 85% of RCMP RM positions in Codiac are bilingual, and all RM supervisory positions (corporal and above) are bilingual positions.

RR 8.1 Pursuant to subsection 31(1) of the Official Languages Act, "Members of the public have the right, when communicating with a peace officer, to receive service in the official language of their choice and must be informed of that right."

RR 8.2 Pursuant to subsection 31(2) of the Official Languages Act, "If a peace officer is unable to provide service in the language chosen under subsection (1), the peace officer shall take whatever measures are necessary, within a reasonable time, to ensure compliance with the choice made under subsection (1).¹⁴⁸

The recruitment of bilingual officers for a new police agency poses risk as there is no way to create certainty regarding the 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.

¹⁴⁵ New Brunswick *Policing Standards*, PER 1, Recruitment and selection of police officers. 2017

¹⁴⁶ Statistics Canada, 2019

¹⁴⁷ News reports, March 2023

¹⁴⁸ New Brunswick *Policing Standards*, RR 8, Official Languages

5.5 Training

Police training certification is consistent across Canada with police agencies recognizing the training provided by accredited agencies. The training requirement for a regional municipal police force and the RCMP Codiac Detachment would be similar – both for sworn and civilian staff. Training for the police force could be provided inhouse for some training needs, or through the Atlantic Police Academy (APA) in PEI, or the Canadian Police College in Ottawa.

A challenge for a new regional municipal police force will be initial or recruit training. The number of candidates trained through the APA will be limited by capacity – both the APA's training capacity and the capacity of the force to operate with a reasonable percentage of new officers. There may be a possibility for the new force to facilitate APA training in Codiac – in the same manner that the Halifax Regional Police conducts in-house initial training.

Hiring experienced officers would greatly reduce the initial training requirements.

As with all police agencies, training, certification, and re-certification for specialized skills will be required, placing additional responsibilities on the new police force. See section 5.8 below.

5.6 Selection of Senior Managers

For a new regional municipal police force, this is perhaps the most straightforward hiring task. A suitable Chief of Police and Deputy must be identified at an early stage in the process to oversee the implementation plan in collaboration with the CRPA and the Tri-Community. The reputations of the Chief and Deputy must be extremely positive and enlightened – they are the image of the new organization for the communities and potential hires.

The newly selected Chief should have knowledge of a cadre of officers who might be willing to move and provide an executive and management team. The middle level of managers and supervisors would be the most difficult to recruit.¹⁴⁹ Mid-level officers with high potential are likely to have a career path established within their home agency and have family who are involved in local schools and/or careers: consequently, they may be reluctant to move.

¹⁴⁹ *perivale+taylor* reviews

5.7 Specialized Services

The range of specialized services required by the New Brunswick *Policing Standards* creates a challenge for small police agencies to provide the services directly from within the police force. Many services (for example: explosive disposal, cybercrime, fraud and financial crime, organized crime) are expensive and require specialized training and certification. Consequently, the contracting of specialized services to larger police agencies or regional teams is a frequent practice.

A list of 'J' Division specialized services is included in Appendix 5.8.

Based upon research and discussion in the course of the *Study*, it is understood that some provincial programs delivered by the provincial police would remain unchanged and would continue to be under the financial responsibility of the province. These might include:

- Clandestine Lab Unit
- Criminal Intelligence Services
- Digital Forensics
- Financial Crime Unit
- Internet Child Exploitation
- National Sex Offender Registry
- NB Integrated Enforcement Unit
- Premier Protective Detail
- Provincial Crime Reduction Unit
- Special I
- Special Project Unit
- Tactical Support Group
- Tactical Traffic Enforcement Unit
- VIP Protection

The following specialized services are a federal responsibility and would, presumably, remain under the federal financial responsibility, including:

- Air Services
- Federal Undercover/Backstopping.
- Protective Technical Security
- Special Entry Section

Examples of the New Brunswick *Policing Standards* relevant to the operational development of specialized services in a new municipal police agency are listed below. The relevant support, training, internal or regional approaches, and space requirement required are included in the sub bullets:

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:

- *collision reconstructionist, or collision analyst*
 - Training, certification, specialized equipment, and office space are required
 - Collision reconstructionist or collision analyst functions could be provided internally as part of a traffic safety and enforcement function or through a regional approach with the Provincial Police
- *crowd control / public order unit*
 - Training, certification, and equipment storage space are required
 - The function could be provided internally, but mutual aid with the Provincial Police may be required through joint regional teams
- *Emergency Response Team (ERT)*
 - Training, certification, and equipment and vehicle storage space are required
 - The function could be provided internally, but mutual aid with the Provincial Police may be required through joint regional teams
- *explosives disposal*
 - through the Provincial Police
- *forensic identification services*
 - This function represents a significant cost in staffing (on-going training and certification), facilities, and equipment
- *hostage negotiator*
 - This function can be provided internally by specialized training and certification, with some specialised equipment
- *incident commander*
 - This function can be provided internally by specialized training and certification, with specialised equipment
 - The function must be part of a systemic anticipation and preparedness, with trained personnel with clear roles and responsibilities ¹⁵⁰
- *major / serious crime investigations (including but not limited to special investigations)*
 - This function represents a significant cost in staffing (on-going training and certification), facilities, and equipment

¹⁵⁰ Mass Casualty Commission, *Turning the Tide*, Volume 5, Policing. 2023

- *marine operations and underwater recovery*
 - As a Federal RCMP function, two watercrafts are located in Moncton
- *police dog service*
 - This function can be provided internally by specialized training and certification, with some specialised equipment; but can also form part of a regional PDS for greater cost effectiveness
- *polygraph services*
 - This function can be provided internally by specialized training and certification, with some specialised equipment
- *scenes of crime officer (SOCO) or crime scene investigator*
 - These functions are included in major crime and forensics above

In order to provide a range of specialized services, police agencies require a certain mass and economy of scale. The two other larger police forces in New Brunswick are the Saint John Police and the Fredericton Police. Both agencies receive some specialized services from RCMP 'J' Division.¹⁵¹ The distances and travel time involved¹⁵² and that these two police forces are smaller¹⁵³ than a potential Codiac municipal police force, rule them out of providing the necessary range of specialized services. For a Codiac police force, specialized services will need to be provided internally or by 'J' Division.

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

In comparison, the *Municipal Police Service Agreement* between Canada and the Municipality of Sackville, New Brunswick, is silent on the matter of providing assistance or special expertise to other police agencies.¹⁵⁴

The PPSA provides for *temporary assistance from time to time* which will likely not include the required on-going assistance for forensics and serious crime investigations, and other specialized

¹⁵¹ 'J' Division MOUs for Specialized Services

¹⁵² Fredericton to Moncton, 177km and 1 hour 50 mins; Saint John to Moncton, 153km and 1 hour 34 mins. Source, Google maps

¹⁵³ Fredericton 109 officers, Saint John 134

¹⁵⁴ Both Agreements 2012 – 2032

investigations and services such as PDS and ERT. These investigations will form part of the daily workload of the Codiac Region with a population of over 125,000 and a police agency of more than 150 officers.

The only agency able to provide the range of specialized services is the provincial police, 'J' Division, RCMP. It is unlikely the Provincial Police could provide these services under the PPSA, but if so, and at what cost.

In a transition, specialized functions which are planned to be provided internally, should be phased in providing the opportunity for training and preparation and a seamless transition of ongoing files and investigations.

5.8 Police Dispatch & Database Products

5.8.1 Overview

The NB 9-1-1 Bureau provides the citizens of New Brunswick rapid and accurate access to emergency services on a 24/7 basis. Through six Public Safety Answering Points (PSAPs) around the province, the 9-1-1 call-taking service receives and transfers calls to an emergency service, i.e., police, fire, ambulance, or poison control.¹⁵⁵ All PSAPs handle dispatching for their respective jurisdictions. RCMP 'J' Division OCC in Fredericton dispatches to all RCMP in the province except Codiac, which is served by the Codiac OCC.

The Codiac PSAP has a backup overflow to Bathurst, then Edmundston PSAPs. The Operations Communication Centre (OCC) has dynamic backup with 'J' Division OCC. Codiac PSAP handles 9-1-1 calls for SE New Brunswick and dispatches RCMP, Tri-Communities fire services and five other regional fire services in southeast New Brunswick.

The OCC has six 9-1-1/dispatch stations and two administration line stations, and dispatches for five fire services outside the Tri-Communities. Changes in Local Service Districts may expand this coverage to 28 fire services in total.

Codiac 911 OCC answered 71,000 9-1-1 calls and over 150,000 administrative calls in 2021. The OCC is contracted by Federal Fisheries and Oceans dispatch (officer status monitoring) for NB & PEI).

¹⁵⁵ Justice & Public Safety NB 911. Backup overflow to Bathurst, Codiac, Edmundston, Fredericton, Miramichi, Saint John

The PSAP and OCC facilities are leased by the CRP Authority from the City of Dieppe. The CRPS Agreement, between the CRP Authority and Canada, Article 1.1 n) defines *Type A Equipment, including telecommunications and other communication systems including radio towers and related assets that may be affixed to real property.*

5.8.2 Police Functions

The OCC staff are municipal employees: the OCC Manager and Assistant Manager, four Team Leads, and 29 OCC/9-1-1 Operators.¹⁵⁶ 9-1-1 call taking and police dispatching functions are separated within the OCC. The training follows RCMP OCC Standards.

The RCMP Risk Manager is on site during the day, and the function is supplied by 'J' Division after business hours. The Risk Manager is usually a uniform senior RM (Sergeant or Staff Sergeant) who is posted in the OCC to manage: major incidents, triaging incoming calls, vehicle pursuits, call backs on low-risk calls, and requests for additional resources.

5.8.3 Database Products

The RCMP dispatch and record management systems are the *Computerized Integrated Information and Dispatch System (CIIDS)* and the *Police Recording and Occurrence System (PROS)*.¹⁵⁷ *Patrol Access Tool (PAT)* is used in police vehicles, and Ross Computer Systems for office use.

IT and radio support functions are provided within Codiac detachment during day shift, and through 'J' Division after hours. PROS support and quality assurance are provided by local municipal employees and the final by the 'J' Division Occurrence Records Management Section in Fredericton, which conducts the Division file review, corrects mistakes, and finalizes the Uniform Crime Report scoring.¹⁵⁸

In the event of a transition to a Codiac municipal police force, the OCC functions would continue dispatching for the Codiac police. There will be the *essential interoperability of emergency response agencies* in police systems being compatible with adjacent policing jurisdictions.¹⁵⁹ The

¹⁵⁶ Moncton Municipal Organization Chart 2022

¹⁵⁷ CIIDS Bell Xwave and PROS Niche records management system

¹⁵⁸ Statistics Canada. The Canadian Centre for Justice and Community Safety Statistics (CCJCSS), in co-operation with the policing community, collects police-reported crime statistics through the Uniform Crime Reporting Survey (UCR) Found at [Surveys and statistical programs - Uniform Crime Reporting Survey \(UCR\) \(statcan.gc.ca\)](https://www150.statcan.gc.ca/n1/pub/2530001/2019001/article/00001-eng.htm)

¹⁵⁹ Mass Casualty Commission, *Turning the Tide*, Volume 5, Policing. 2023

OCC back-up capability would also require complementary systems. Additional municipal resources will be required for the necessary support services, including the final quality assurance function, in the case of a new police force.

If a new police agency utilized different dispatch, occurrence, and mobile applications, significant energy would be required to achieve the current efficiencies and workflow processes. Also, significant loss would occur in information and intelligence sharing, and operational integration with surrounding jurisdictions.

6 Governance

6.1 Research Summary

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. Instead, recommendations are often based upon underlying and unproven declarations.¹⁶⁰ Drawing firm conclusions has proven difficult amid this evolving landscape, and literature base.

Appendix 6.1 includes a literature review of governance issues.

6.2 Governance Guidelines

In 2011, the Department of Public Safety issued the *Police Governance and Oversight in New Brunswick Policy Guidelines* (Guidelines). These guidelines apply to the CRP 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 also set out 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.

6.3 Terms of Reference of the Codiac Regional Policing Authority

The terms of reference through Authority policy are:¹⁶¹

- 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,*

¹⁶⁰ Mendel, Fyfe, and den Heyer 2017

¹⁶¹ CPRA Policy G-005

- 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*
 - 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*

6.4 Background

To summarize, the Authority was established effective January 1, 2001 under an *Agreement* between the municipalities of Dieppe, Moncton, and Riverview to accept an assignment of the *Regional Police Service Agreement* between the Government of Canada and the Government of the Province of New Brunswick. The *Agreement* established a regional policing authority pursuant to the *Police Act*, for the purpose of providing regional policing services to their respective communities. In 2001, the three municipalities came together under a memorandum of understanding (MOU) to identify how it would operate, what the financial cost sharing would be and how many representatives would be on the Authority. The MOU has been amended several times with the most recent MOU being signed in 2011.

Members of the CRPA are appointed as follows:

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

The *Police Act* sets the term of appointment as not exceeding four years, with possible renewals up to a maximum of 10 years; the MOU allows for varying terms with each term not to exceed a period of three years.

There are currently four Committees: Executive, Governance, Finance, and Quality of Policing. The Chair of each committee and two CRPA members assigned to each committee are elected by a majority of Authority members. The Board Chair is elected by a majority of members.

The three municipalities share costs of the Authority through a cost sharing formula that is based on population, assessment, and calls for service.

6.5 Governance in an RCMP context

Governance of the Codiac RCMP contracted municipal policing is found in the *Codiac Regional Police Service Agreement, between Canada and the Codiac Regional Policing Authority, 2012-2032*. The Agreement is similar to contracted policing agreements across Canada to provide municipal, regional, and provincial/territorial policing service through the RCMP.

Article 2.0 Purpose and Scope

- 2.1 b) *Canada is hereby authorized by the Codiac Regional Policing Authority to carry out the powers and duties of a municipal police service for the purpose of providing the Codiac Regional Police Service in accordance with this Agreement.*
- 2.2 *Those Members who form part of the Codiac Regional Police Service:*
- a) *will perform the duties of peace officers*
 - b) *will render such services as are necessary to*
 - i) *preserve the peace, protect life and property, prevent crime and offences against the laws of Canada and the laws in force in the Province, apprehend criminals, offenders and others who may be lawfully taken into custody, and*
 - ii) *execute all warrants and perform all duties and services in relation thereto that may, under the laws of Canada or the laws in force in the Province or the municipalities of Moncton, Riverview and Dieppe, be executed and performed by peace officers*
 - c) *may render such services as are necessary to prevent offences against by-laws of the municipalities of Moncton, Riverview and Dieppe after having given due consideration to other demands for enforcement services appropriate to the effective and efficient delivery of police services in the Codiac Region*

Article 6.0 *Management of the Codiac Regional Police Service*

- 6.1 *The CEO¹⁶² 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.*

Article 7.0 *Operation of the Codiac Regional Police Service*

- 7.1 *For the purposes of this Agreement, the Member in Charge will act under the direction of the CEO, or such other person as the CEO may designate in writing, in aiding the administration of justice in the municipalities of Moncton, Riverview and Dieppe and in carrying into effect the laws in force in the Province and in the municipalities of Moncton, Riverview and Dieppe.*
- 7.2 *The Member in Charge will:*
- a) *implement the objectives, priorities, and goals as determined by the CEO under subarticle 6.1*
 - b) *report as reasonably required to either the CEO or his or her designate on the matter of law enforcement in the Codiac Region and on the implementation of the objectives, priorities and goals set by the CEO*

Article 11.0 *Basis of Calculation of Payment*

- b) *... shared between Canada and the Codiac Regional Policing Authority*
 - ii) *... the Codiac Regional Policing Authority will pay 90 percent of the cost*

¹⁶² Chief Executive Officer or CEO means the Chairperson of the Codiac Regional Policing Authority. Article 1.1 b)

The Director, Strategic Planning and Policing Support Services (a City of Moncton employee) working within the Codiac RCMP, reports to the RCMP Member in Charge¹⁶³ and the City Manager, City of Moncton.

The CRPA provides support staff such as clerks, data processors, telecommunications operators, jail guards, janitors, and analysts. Support staff are City of Moncton employees (some are unionized under collective agreements between the City of Moncton and their bargaining agent(s)).

The Authority participates in the selection, appointment, and performance monitoring of the Member in Charge; however, Canada is the employing authority for members of the RCMP. The Authority also determines recommended staffing levels with budgets approved by the funding partners.

The Authority includes the costs of support staff in its budget. The CRPA also pays a fee to the City of Moncton for finance, human resources, IT, legal, facilities management and other services.

6.6 Governance of a Municipal Police Force ¹⁶⁴

Every municipality is responsible for providing and maintaining adequate police services within the municipality.¹⁶⁵ In the event of the establishment of a Codiac regional municipal police force, the governance is prescribed in the New Brunswick *Police Act*.

3.1 (2) A civic authority ¹⁶⁶

- a) shall, in consultation with the chief of police, establish the priorities and objectives of the police force*
- b) shall establish policies for the police force in accordance with this Act and the regulations*
- c) shall issue instructions as necessary to the chief of police but not to any other member of the police force and the instructions issued shall not be in respect to specific operational decisions or not in respect of the day-to-day operations of the police force*

¹⁶³ (RCMP) Officer in Charge of the detachment

¹⁶⁴ Police Force means a police force established for a municipality or for a region but does not include the RCMP. New Brunswick *Police Act*, section 1

¹⁶⁵ New Brunswick Police Act, section 3 (1)

¹⁶⁶ Civic authority means a board, a joint board or, where a board or joint board has not been established, a council, and includes any person designated by the civic authority to act on the civic authority's behalf

- d) *shall ensure that the chief of police carries out the duties of the chief of police in accordance with this Act and the regulations and with the priorities, objectives and policies established by the civic authority under this Act*

Municipal boards of police commissioners

7 (1) *Subject to subsection (1.01) and section 8, there shall be a board of police commissioners for each municipality that by resolution approves the establishment of such a board.*

7 (1.1) *The board shall*

- a) *provide and maintain an adequate police force within the municipality and comply with the provisions of any collective agreement to which it is a party*
- b) *be deemed to be the employer of the members of the police force and persons employed to serve a police force in matters relating to labour relations*

It is assumed that in the event a regional municipal police force is established, the CRPA would seamlessly become the board of police commissioners.

6.7 Governance Considerations ¹⁶⁷

The policy guidelines set out in the *Police Governance and Oversight in New Brunswick Policy Guidelines* provide comprehensive leading practices. Appendix 6.7 includes a literature review of governance research and leading practices.

6.7.1 Tri-Community Role and Responsibilities

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.

6.7.2 Community Issues

There is an opportunity for the perceptions of the public and stakeholders to be gathered and processed in a constructive and actionable manner.

The New Brunswick *Police Act* characterizes complaints regarding a police force (i.e., not the RCMP) as a *service or policy complaint*, or a conduct complaint. The *Act* refers complaints

¹⁶⁷ Based upon interviews and research conducted in the course of the *Study*

regarding the RCMP to the *Commanding Officer of the Royal Canadian Mounted Police* or to the *Commission for Public Complaints against the Royal Canadian Mounted Police*.¹⁶⁸

The definition of *service or policy complaint* under the *Police Act* means a complaint concerning:

- (a) the general direction, management, or operation of a police force
- (b) the policies and internal procedures of a police force
- (c) the staffing or relocation practices of a police force
- (d) the training programs or resources of a police force
- (e) the ability of a police force to respond to requests for assistance ¹⁶⁹

It was apparent in stakeholder meetings that there are many concerns raised through the Councils that are not *conduct complaints* under the *Commission for Public Complaints against the RCMP*, yet reflect reasonable concerns and ideas regarding service issues.

There is an opportunity for the CRPA to develop a process, modeling the *Police Act* (excluding (a) and (b)¹⁷⁰), for dealing transparently with service and policy matters which could be characterized as *community feedback*.¹⁷¹

Community feedback should be accepted directly by the CRPA, or through the municipal councils, or through any other source.

The CRPA could report monthly on *community feedback* through regular meetings, and, on an annual basis, aggregate the type and nature of feedback received, and report to the Councils and community on the actions taken. Such action will provide a transparent process for receiving and weighing *community feedback*.

6.7.3 Reporting Structure & Policing Priorities

The *Codiac Regional Police Service Agreement* and the *Police Act* described above, prescribes the reporting structure, the process to determine of police priorities, and the composition of the positions involved in the processes.

¹⁶⁸ Section 25.5 (1)

¹⁶⁹ Section 1 definition

¹⁷⁰ These would fall under the *Commission for Public Complaints against the RCMP*

¹⁷¹ Consistent with Guidelines G-055 a), and CRPA Policy: *Seek out and receive input regarding the community safety and security needs within the region*

The workload analysis and the *Community Feedback* can be considered and can form an objective process for identifying priorities.

6.7.4 Community Issues & Special Services within each Community

An important tool for the Authority is the *Workload Analysis* described in chapter 2. When considering community issues, the Analysis provides an objective measurement in determining the types of crime and other public safety incidents temporally and geographically.

When combined with a public feedback process, described in the previous section, the Authority and the RCMP will be able to intervene more precisely to prevent and address issues.

Based on these analyses, the deployment of focused police and public safety resources can be customized appropriately. Examples may include: uniformed police beat patrols for busy pedestrian areas, proactive police patrols based on crime analysis, a bylaw response, joint-agency response to complex social and public safety issues, referrals to other agencies better equipped to address social issues not requiring the police, a *hub*-response to complex issues, and a *situation table* response.

6.7.5 Cost Sharing Protocols

The challenge in cost-sharing protocols is that, although the measurements frequently used are valid, depending on which specific measurements are used and the weighting given to each changes the outcomes significantly.

Factors included in various cost-sharing arrangements in North America include: assessed property values, crime numbers, numbers of officers, police workload / time in jurisdiction, population, population & kilometers.¹⁷²

Criteria used in a number of existing Canadian inter-municipal formulae include: area size, calls for service, crime statistics, population, assessment values, or combinations of the above.¹⁷³

¹⁷² BDO Dunwoody Ward Mallette, 1993; and Sandrock, P. Law Enforcement Consolidation, Benton County, Oregon. 2002; and LASD, 2008

¹⁷³ *perivale+taylor*

6.7.6 Operational Impacts – Police Models

The most significant impact of a transition to a regional municipal police force would be the ability to provide bilingual services. The general challenges of recruiting suitable police staff are described in the *Report*, and to provide a hundred percent bilingual service would be extremely challenging and poses a high risk for the municipalities.

6.7.7 Authority Remuneration and Staffing

The three municipalities may consider remuneration for the Authority chair and select members consistent with the *Guidelines* to recognize the complexity of the Authority's responsibility, the size of the annual budget, and the time invested and effort of the Chair and individual members.

The three municipalities may consider the creation of an Authority Executive Director (the Director) position reporting to, and directly employed by, the CRPA. The position could be part time. The Director would provide orchestration and strategic advice to the CRPA, and support the Authority, in the following areas:

- ensure the smooth management of the day-to-day activities
- provide communications support
- assist in the preparation of strategic plans and budget
- assist policy development, risk management, and other critical CRPA needs
- attend all CRPA and Committee meetings and record all official proceedings
- produce and edit minutes, agendas, and other materials for distribution
- ensure proper follow up of CRPA matters
- conduct research, analyze correspondence, prepare reports and relevant documents on behalf of the CRPA
- providing clerical support to the CRPA Chair
- coordinate and maintain all records, policies, and procedures

From a governance perspective, this critical role should be an employee of the Authority. The Authority should be responsible for the recruitment, development, and performance management of the Director. Considering the confidential nature and sensitivity of policing matters, it is important that direction comes solely from the CRPA.

7 Changing Police Services Providers – Studies & Examples

7.1 Studies

7.1.1 Chaleur Region Policing Study NB ¹⁷⁴

This study was undertaken as a result of a request from the Chaleur Region Service Commission to do a review of present policing arrangements within the Chaleur Region. The primary purpose of the review was to determine if the Region should provide a different service model for policing, and, if so, under which structure should the service be provided.

The Chaleur Region is located in northeastern New Brunswick, and it includes the municipalities of Bathurst, Beresford, Nigadoo, Petit-Rocher, Pointe-Verte and Belledune, as well as the unincorporated areas of the Parishes of Beresford, Bathurst, Allardville, and New Brandon, known as local service districts (LSD) The Region is governed by a Board of Directors made up of Mayors of the municipalities and LSD representatives. It has a land mass of 3,307 sq. km., and a population of approximately 35,110.

Three police agencies police the area: RCMP, BNPP Police (Beresford, Nigadoo, Petit-Rocher and Pointe-Verte) and the Bathurst Police Force. The parts policed by the RCMP are the unincorporated areas, with the exception of Belledune. This mixture of service delivery and difference of costs to the population in each area, along with confusion as to who is policing where, etc., (i.e., one side of a street policed by the RCMP – other side by Bathurst or BNPP, and each paying a different cost) resulted in policing becoming an issue subject to almost continuous review.

The Chaleur Region (Regional Service District 3 as defined in the Finn Report) has been subject to numerous policing studies / reviews since 1980. Some of the reviews dealt with policing in the complete Region, while others looked at various segments of the Region. In 2013 the Chaleur Region Service Commission took over service delivery in a number of areas under the authority of the Provincial Government, and one of these dealt with policing within the Region. Thus, one body now has the authority to address this issue from a total regional approach. *It must be stated here that in view of the numerous times this issue has been addressed, the time is right to make a decision as to the future direction of policing in the Region, and if this cannot be done, then the recommendation is this whole issue should be shelved for an extended period. Bringing this to*

¹⁷⁴ Catalyst Consulting Engineers 2019

the table and subject to review every few years creates uncertainty in the public concerning who will deliver the service and the costs and impact on their tax base.

The Report recommended the formation of a Regional Police Service to police the complete Chaleur Region known as the Chaleur Regional Police Force by either:

- a) a contract with the RCMP to police the full region, including areas policed by the Bathurst and BNPP police departments, or*
 - b) The amalgamation of the Bathurst & BNPP Police departments and adding sufficient resources to assume policing authority in the areas now policed by the RCMP.*
- is recommended.*

The plans for the recommendations are unknown to *perivale+taylor*.

7.1.2 Halifax Regional Municipality (HRM) NS ¹⁷⁵

Amongst other reforms, the 2002 report recommended the establishment of the Integrated Emergency Services (OCC), the 2011 report explored police model options and advantages/disadvantages, and the 2018 report recommended greater integration of governance and strategic planning.

The HRM police services comprise the Halifax Regional Police (HRP municipal) and RCMP Halifax District (contracted Provincial Police Service Agreement). Although the two organizations operate under differing federal, provincial, and municipal legislation, the HRP and RCMP provide a combined HRM policing model. The HRP includes three geographic Patrol Divisions. The RCMP Halifax District operates through seven detachments. The integrated Criminal Investigation Division comprises both RCMP and HRP officers.

HRM Police Headquarters, shared by the HRP and the Halifax District RCMP, is located in downtown Halifax, and houses the joint HRP/ RCMP senior management team. Public safety telecommunications for HRM policing is managed through the Integrated Emergency Services (IES), an integrated dispatch and telecommunications centre. The dispatch (CAD) and records management systems (RMS) are common for both police agencies.

¹⁷⁵ *perivale+taylor* 2002, 2011, 2018

7.1.3 Province of Prince Edward Island ¹⁷⁶

Crime Prevention and Policing Service Model Review

The province has three municipal police departments and the RCMP contracted as the provincial police. The review examined a number of police model options, named after existing Canadian policing arrangements.

The RCMP *territorial model* (one provincial police service for the entire Island) provides the most cohesive and integrated system with a one-police agency-jurisdiction. However, negotiations will be required for the absorption of the municipal departments and staff. Capacity concerns identified by the RCMP and Public Safety Canada indicate this option is not feasible within the next four years. Also, the employment status and deployment of sworn and civilian municipal employees will have to be established.

The *Newfoundland model* of creating one Island police department for the urban areas, while retaining the provincial RCMP, creates a more robust municipal model but faces greater challenges regarding different bargaining units, and employer status.

The *Regional* (municipal police forces amalgamated into one regional force) and *Newfoundland* models have similar characteristics: the Regional could be the first step in the implementation of the Newfoundland model. Unlike the RCMP Territorial model where systems and protocols are automatically consistent, these two can be described as an integrated model requiring significant changes, regarding standardization of processes.

The PEI Territorial (provincial police) model and the Ontario model bring all policing functions under PEI jurisdiction of the Minister and the *Police Act* and *Regulations*. These models would require a long-term plan for implementation. If these models are considered, the Territorial model creates superior cohesiveness and integration.

The recommendations included, *the Minister should determine the most appropriate policing model considering the relative benefits and direct an implementation plan.*

¹⁷⁶ *perivale+taylor* 2017

7.1.4 Red Deer Crime Prevention and Policing Review AB ¹⁷⁷

A *Crime Prevention and Policing Study and Policing Service Model Review* evaluated statistics, community perceptions, crime prevention initiatives and policing services. The *Review* determined service level demands, the roles of various stakeholders, and recommendations for specific strategies in order to address crime prevention and policing issues.

It was proposed that the continuation of the existing RCMP Detachment model was the preferred option in Red Deer.

This, however, is not simply a continuation of the same approaches. The recommendations included the implementation of service enhancements, along with the strengthening of the use of the broad policing continuum.

The Report detailed benefits to the municipal model, relating to the emphasis upon local influence and accountability. However, the tipping point with regards the continuation of a contracted service versus a municipal police department is the potential fiscal and human resources challenges of setting up a municipal service. While viable, such an initiative would demand:

- much preparatory work on the part of the staff of the City
- a timely employment of sworn personnel
- successful negotiation of contracts pertaining to service transition and equipment
- creation of a municipal support system, a communication system, establishing specialist units
- not insignificant start-up costs.

7.1.5 Richmond Review of Alternative Models for the Delivery of Police Services BC ¹⁷⁸

There were four possibilities for a Richmond policing model. The model options posited for consideration were a:

- renegotiated RCMP contract
- municipal police department
- contracted municipal police service
- regional police service

The Review did not recommend a model but identified the advantages and disadvantages of the options. The City renewed the MPSA in 2012.

¹⁷⁷ *perivale+taylor* 2011

¹⁷⁸ *perivale+taylor* 2008

7.1.6 North Shore Police Services Review BC ¹⁷⁹

City of North Vancouver, District of North Vancouver, the Squamish and Tsleil Waututh Nations, and the District of West Vancouver

The policing model comprised one municipal police department and two RCMP detachments (the two detachments operated as a blended detachment, notwithstanding both municipalities had *Municipal Police Service Agreements* with the Province for policing by the provincial police, the RCMP) providing services to three municipalities, an unincorporated area, and two Indigenous communities.

The police model options explored included:

- a consolidated governance model for both the municipal police department and the RCMP detachment
- replacing the municipal police department with an independent RCMP detachment
- a regional RCMP detachment for all areas
- contracted services provided by the municipal police department to the two other municipalities
- contracted services for all areas by the contiguous Vancouver Police Department
- establishment of a municipal regional police for all areas

7.1.7 North Vancouver Police Department Implementation Plan BC ¹⁸⁰

The *Implementation Plan* prescribed the series of tasks required to establish the North Vancouver Police Board and Department (NVPD) (*Police Act* sections 15, 23, 26, and 18, refer) to provide services for the City and District of North Vancouver, replacing the two RCMP detachments. The Plan was based upon current legislation, *Provincial and Municipal Police Service Agreements*, policing practices, existing City and District municipal structures, and precedents within the BC policing environment. The plan involved a phased-in approach with a contingency plan for the municipalities to request the Province to leave RCMP Provincial Police members in place until they were replaced by NVPD members.

¹⁷⁹ *perivale+taylor* 2009

¹⁸⁰ *perivale+taylor* 2012

7.2 Change in Policing Services Providers

7.2.1 Abbotsford and Matsqui BC ¹⁸¹

In 1996, the municipalities of Abbotsford and Matsqui amalgamated to form the City of Abbotsford and the decision was made to establish a municipal police department, the Abbotsford Police Service, under the BC *Police Act*, to replace the existing Matsqui Police Department and the Abbotsford RCMP Detachment. The implementation plan envisioned approximately ten RCMP members transferring to the APD, the hiring of ten experienced officers, and pre-hiring and training ten recruits. However, only four RCMP officers stayed in place, three junior and one senior.

7.2.2 Federal Way WA ¹⁸²

In 1996, the City of Federal Way withdrew from the county sheriff contracted policing arrangement, and established the Federal Way Police Department. At that time the population was approximately 80,000. The driving issues were reported to be quality of service and costs.

The time from the City's decision to implementation was approximately one year, which, in hindsight, was considered insufficient. The county sheriff was asked to continue providing service until the change deadline, and the new agency assumed policing responsibility immediately.

The chief and command team were in place and led the transition. It is estimated that approximately thirty percent of the sheriff's officers transitioned to the FWPD. It was labour intensive to screen and hire so many staff in a short period.

Challenges included consolidating policies and procedures with most officers having different experience and backgrounds. The FWPD was accredited by CALEA in 2002.

The population of Washington State is currently 7.7 million, with over 240 police departments and sheriffs' agencies, and a total of approximately 10,700 sworn staff.¹⁸³ The large number of sworn officers and agencies and a state-wide pension plan resulted in transfers and inter-agency hiring being common – in contrast to the environment in Canada.

¹⁸¹ *perivale+taylor* interviews

¹⁸² *perivale+taylor* interviews

¹⁸³ WASPC Washington Association of Sheriffs and Police Chiefs

7.2.3 Halifax Regional Municipality (HRM) NS ¹⁸⁴

In 1996, the Nova Scotia government amalgamated the Town of Bedford, the cities of Dartmouth and Halifax, and Halifax County to create the HRM. The three municipal police forces were amalgamated to form the Halifax Regional Police providing services to the urban core of the HRM, and the Halifax District RCMP provided services for the former county areas. A centralized investigative function, comprising HRP and RCMP officers provides services through the HRM.

7.2.4 Ports Canada Police to Police of Jurisdiction ¹⁸⁵

In 1997, the federal government dissolved the Canada Ports Police in several ports and the police of jurisdictions assumed responsibility. In Vancouver, the police department selected and trained existing VPD officers and assigned them to a Waterfront Team comprising one sergeant position, ten patrol positions, and two investigator positions. The resulting vacated positions were backfilled over a period of time. The Port of Vancouver provided funding to assist with the transition. The Port of Saint John NB also lost the Ports Canada Police and the responsibilities assumed by the Saint John Police. The smaller scale operation had a lesser effect.

7.2.5 Cape Breton Regional Municipality NS ¹⁸⁶

The CBRM was established in 1995 following the local government amalgamation of the Cape Breton County and seven municipalities. In 2000, the existing municipal police agencies¹⁸⁷ were amalgamated to form the CBRPS, and approximately 26 officers were hired to replace the Cape Breton County RCMP positions previously responsible for policing services in the County.

7.2.6 Victoria and Esquimalt BC ¹⁸⁸

In 2003, the police services of the Township of Esquimalt were amalgamated with the Victoria Police Department because its elected officials and the Solicitor General believed it was in the best interests of its citizens to do so.¹⁸⁹ Since that time, the funding formula between the two municipalities has failed to be effectively resolved and continues to be an issue for the councils.

¹⁸⁴ *perivale+taylor 2002, 2008, 2018*

¹⁸⁵ Taylor, R. *Waterfront Team Implementation Plan*. Vancouver Police Department. 1997

¹⁸⁶ *perivale+taylor 2021*

¹⁸⁷ Municipal police agencies of Sydney, North Sydney, Sydney Mines, Glace Bay, New Waterford, Dominion, and Louisburg

¹⁸⁸ *perivale+taylor Policing Agreement 2011*

¹⁸⁹ Jean Greatbatch and Associates, *A Framework for Effectiveness, Victoria and Esquimalt Policing – Governance and Funding Issues*. 2012

7.2.7 City of Lakewood WA ¹⁹⁰

In 2004, the City withdrew from the county sheriff contracted policing arrangement, and established the Lakewood Police Department. There was a phased-in approach over six months. It is estimated approximately twenty percent of the existing sheriff's staff transferred to the new police department. New hires applied for positions.

The large number of sworn officers and agencies and a state-wide pension plan result in transfers and inter-agency hiring being common. See described in Federal Way above. Detention services continued to be provided by the sheriff. A regional communication centre continued to provide 911, dispatch, and record management functions. It was suggested that it took two to three years for the new agency to become completely established and function normally.

7.2.8 Town of Coaldale AB

The Town, since 2016, is policed by the RCMP as a *New Entrant* under Federal guidelines requiring the Town to pay 100% of the policing costs. Prior to incorporation in 1952, the Provincial Police, the RCMP, provided services. The Town established a municipal force in 1953, and later received services from the Lethbridge Regional Police until 2016.

7.2.9 City of Surrey BC ¹⁹¹

The Motion to establish a Surrey Police Department was endorsed by Council in 2018. In November 2021, the first group of experienced SPS officers began working in the community beside Surrey RCMP officers. In 2022, the first class of recruits started their training at the Justice Institute of BC.¹⁹²

In December 2022, Surrey city council voted 6 to 3 to reinstate the RCMP and to stop the transition to a municipal police force. According to a staff report, stopping the police transition would save taxpayers an estimated \$235.4 million over five years.¹⁹³ See chapter 9.5.2 for comparator details. In April 2023, the BC government recommended Surrey should continue the rollout of a municipal police force instead of retaining the RCMP.

¹⁹⁰ *perivale+taylor* interviews

¹⁹¹ *perivale+taylor* interviews

¹⁹² Found at www.sureypolice.ca

¹⁹³ News reports

8 Policing Options

8.1 Codiac Regional RCMP

	Advantages	Disadvantages
Model 1 Codiac Regional RCMP	<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. Many 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 positions¹⁹⁴ 7. The Regional Police Service Agreement provides for additional police resources to assist Codiac for emergencies and special events¹⁹⁵ 8. Cost sharing 90% municipal and 10% Canada 9. Flow though of personnel provide broad experience and specialized training 10. The new police building is customized for the regional RCMP model 11. Specialized services facilities are in place 	<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

¹⁹⁴ Codiac RCMP

¹⁹⁵ 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

8.2 Codiac Regional Municipal Police Force

	Advantages	Disadvantages
<p>Model 2 Codiac Regional Municipal Police Force</p>	<ol style="list-style-type: none"> 1. Locally focused policies 2. The Regional Policing Authority could continue 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 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 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. Some contracted specialized services will be required – see 8.3 below for details 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 functions of the police 10. Limited additional resources to deploy to emergencies and special events compared to the RCMP 11. Building space challenges due to the need to house specialized services

8.3 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 in 8.2 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.¹⁹⁶ The distances involved¹⁹⁷ and given that these two 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 will likely 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.

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. There are examples of such models within New Brunswick.¹⁹⁸

The challenges of such a model, including the issues listed in 8.2 above, involve attracting bilingual staff to an agency with limited career paths.

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

¹⁹⁶ J Division MOUs for Specialized Services

¹⁹⁷ Fredericton to Moncton, 177km and 1 hour 50 mins; Saint John to Moncton, 153km and 1 hour 34 mins. Source, Google maps

¹⁹⁸ For example, in NB, 'J' Division provides 13 specialized services to each of two municipal police forces, and eight to a third police force. 'J' Division MOUs for Specialized Services

8.4 Nomenclature – Regional Municipal Police Force

A review of Canadian police agencies reveals the most common nomenclature is the geographic name and Police followed by a qualifier: *service*, *department*, or *force*. A number of agencies do not have the qualifier, especially when there is an earlier qualifier in the name, such as Codiac Regional Police: RCMP, Ontario Provincial Police.

Constabulary is used for the Newfoundland provincial police. Constabulary: the term Constable is found a number of times in the Magna Carta, 1215¹⁹⁹ and the Statutes of Westminster, 1275 and 1285.²⁰⁰

It is noted that in British Columbia, independent municipal police agencies are characterized as police departments.²⁰¹ Notwithstanding this, the home page of the Surrey Police (BC) provides the name as Surrey Police Service.²⁰²

A review of the 45 territorial police agencies of the United Kingdom found the majority use the geographic jurisdiction and the term *police* without a qualifier (e.g. Greater Manchester Police). Three add the qualifier *service* (e.g., Metropolitan Police Service), and twelve the geographic jurisdiction and *constabulary* (e.g., Lancashire Constabulary).

In the US, the nomenclature is almost always police department, or sheriff's or marshal's office, or occasionally, department of public safety or bureau of police.

¹⁹⁹ Translation from the original Magna Carta at Salisbury Cathedral: *We will only appoint as constables such as know the law of the land and intend to observe it properly.* Also, quoted by Lee: *We will not make men constables unless they understand the law of the land, and are well disposed to observe it.* Lee, Cpt. W. L. Melville, *A History of Police in England*, Methuen & Co., London, 1901

²⁰⁰ Lambarde, William. magistrate and legal scholar 1536-1601. Lincolns Inn. *The Duties of Constables*. Miles Flesher, London, 1633

²⁰¹ BC *Police Act* section 26

²⁰² Found at Home | Surrey Police

8.5 Protocols for Transition to a Regional Municipal Police Force

The *Codiac Regional Police Service Agreement*, Article 3.0 Term of Agreement, prescribes the process for termination.

- 3.3 a) *This Agreement may be terminated on March 31 in any year by either Party giving the other Party notice of such termination not less than 24 months prior to the date of the intended termination.*
- b) *In the event of a termination of this Agreement, the Parties agree, during the period following that notice and the date of the intended termination, to cooperate and assist each other to effect an orderly transition of service from the RCMP as the Codiac Regional Police Service to such other police service that is authorized by the Province to carry out those powers and duties.*

Should the Tri-Community consider a transition in policing provider, the following process is essential.

Based on previous examples and *perivale+taylor* research, the most important aspect of a potential change is the unanimous support of all stakeholders over the long term, including the communities, the municipal councils, the Government of New Brunswick, Public Safety Canada, federal government agencies, and RCMP 'J' Division, relying on an evidence-based plan, including:

- minimizing risk
- a phased approach to provide a seamless process to maintain public safety
- reasonable financial certainty
- reasonable staffing certainty
- a failsafe point with a decision to proceed, or pause, or cease, or revise, or amend the schedule

A *Pension Transfer Agreement* between the RCMP pension plan to the New Brunswick Public Service Pension Plan or another plan registered under the *Income Tax Act* will need to be established.

Plans for facilities for specialized services, such as Forensics and Major Crime, must include potential capital costs and continuity of the services.

Stage 1 – Confirmation

Thoughtful discussion and open communication are essential, including:

- continuing Councils' discussions concerning the most appropriate form of policing services
- determination whether support is consistent across the community and stakeholders for the current model or a transition to a municipal model
 - If the current model has broad support – the process ends
 - if a new regional municipal model has broad support – development and dissemination of an evidence-based plan
- public feedback through a valid and reliable scientific survey
- if support remains strong for a regional municipal model, consult with the Minister
 - the Minister may approve in principle an appropriate plan
 - continue with the process

This important decision will determine the future course of action for a new municipal police force or an enhanced RCMP model.

Stage 2 – Planning

The CRP Authority and Police Board

The CRP Authority would remain the police authority of jurisdiction.

The Minister and the Tri-Community should agree on the principle of the establishment of the Codiac Regional Municipal Board of Police Commissioners (the Board), under section 7 of the *Police Act*, and the establishment of the Codiac Regional Municipal Police Force (the Force) as legal entities only.

The Authority should also form and serve as the Board – providing for seamless oversight of the RCMP and the Force.

An agreement between the Minister and the Tri-Community will provide for the continued operation of the RCMP.

The Board would be mandated to establish the actual Force and bring it to the point of assuming policing responsibilities.

The Board, in consultation with the Tri-Community, will hire a Chief of Police (the Chief), who will, in consultation with the Board and Tri-Community, hire a Deputy Chief (the Deputy). The selection processes should be competency based.

The Tri-Community Transition Team (the Team) should comprise representatives of:

- the Tri-Community mayors
- the Authority
- Tri-Community CAOs and City Manager
- Tri-Community CFOs as required
- Tri-Community administrations as required
- RCMP 'J' Division and the Codiac Detachment
- OCC 911
- New Brunswick Police Commission
- New Brunswick Municipal Police Association
- New Brunswick Department of Justice and Public Safety
- an independent informed resource to orchestrate and provide objective, informed input

The Tri-Community Administration

The Administration, in consultation with the Team will plan and develop the support systems required for the Force:

- Facilities
 - Note: facilities for Major Crime and Forensics functions will require sourcing
- Fleet
 - It is assumed that, under the Transfer of Assets agreement, RCMP vehicles may be retained by Canada and the Force be equipped with new vehicles
- IT systems and Radio
 - It is assumed that the OCC and 911 would function as normal
- Operational equipment
- HR services
- Hiring processes
- Orientation and training processes

Selection and Hiring

The Team should lead a national search for experienced officers to ensure the Force will have the skills and experience required. Ideally, some members of the RCMP may wish to transition to

the Force. The implementation schedule should be guided by the success in selection and planned hiring.

The Board, in consultation with the Team, should make an application to the Department of Justice and Public Safety to allow a phased staffing change over to provide for a seamless process: that is, Regular Members of the RCMP would remain in place and be replaced individually over a period of time. The Board would assume financial responsibility for the remaining RCMP Members.

Specialized Operational Services

Agreements should be established, to take effect with the operational deployment of the Force: between the Force and 'J' Division regarding Provincial and Federal funded specialized services. However, as these specialized services are provided currently and, presumably, will be in the future, it is the agreements rather than the services which will be explored and finalized.

The staffing of the Force must provide for internal specialized services as required by the *Provincial Standards*.

Internal Management

The vision, priorities, goals, and objectives will be established by the Board in consultation with the Chief and Deputy, and the Tri-Community.

Policy and procedure development can be simplified by using the existing policies and procedures, with minor adjustments reflecting unique Force features.

Transfer of Assets

The Tri-Community and Canada have jointly funded the Regional Police, and the Team should determine how a transfer of the Tri-Community's ratio of ownership assets may assist the Transition.

The *Codiac Regional Police Service Agreement* between Canada and Codiac, Article 14, provides a process for the transfer of ownership of property in the event of termination or ownership equipment.²⁰³

14.1 a) ... the ownership of any item of Equipment that was purchased by Canada for the Codiac Regional Police Service and in respect of which the Codiac Regional Policing Authority has paid its full share, will, at the option of the Codiac Regional Policing Authority:

- i. be transferred to the Codiac Regional Police Authority after it pays to Canada an amount equal to the amount that the current Fair Market Value exceeds the amount, exclusive of interest, that was already paid to Canada by the Codiac Regional Police Authority for that item of Equipment; or
- ii. remain vested in Canada, in which case Canada will credit the Codiac Regional Police Authority with the amount, if any, by which the current Fair Market Value that Canada paid for that item of Equipment

Fail-safe Point

The Board, in consultation with the Team, should determine a fail-safe point, where, determined by the circumstances and in consultation with the New Brunswick Department of Justice, Public Safety Canada, and the RCMP, an evidence-based decision will be made to proceed or pause or cease, or revise the Plan, or amend the schedule of the Plan.

Stage 3 – Implementation

Effective Operational Date

The Board, in consultation with the Department of Justice and Public Safety, the Tri-Community, and subject to all the above preparations being completed, will determine a date when the Force will become the police of jurisdiction.

²⁰³ See Appendix 9.4.5 for greater detail

9 Costs & Financial Analysis

9.1 Summary

The per-capita cost to the Codiac community is lower than most comparator municipalities, as well as the provincial and the national average.

In the past five years, on-going funding sources in the Authority's budgets are lower than the annual cost of policing. One-time surplus funds have been used to balance the budget. The surplus has been reduced in each of the years 2019 to 2022 with a projected deficit in 2023.

Due to New Brunswick's governance rules, reserves, and stability options, made more complex with a combined police service, best practices in financial management including budget stability, financial sufficiency, and long-term resource sustainability, are the responsibility of each municipality. The CRPA's management of the detachment's finances is a component of each partner municipality's financial management system. From the findings, the CRPA component of each municipality's financial management system may be at risk with the use of one-time funds for ongoing costs and insufficient resourcing for years of growth.

Continuing with the Regional RCMP will cost approximately \$132 million less in the projected fifteen-year budget than transitioning to a regional municipal police force. The amount is an estimate of costs for a five-year transition, and eight years of municipal policing operations costing more *per annum* than an RCMP service.

9.2 Introduction

The financial analysis begins with best practices in financial management and industry comparators, providing a focus and financial understanding prior to quantifying alternative options for service delivery.

These goals provide a focus for the information gathered and the analysis conducted. The relevant goals for this chapter are funding stability, resource sufficiency, and long-term sustainability.

In this chapter, the evaluation of completeness and sustainability are limited, given that the police service is the contracted RCMP, assets and indirect obligations are outside the CRP Authority responsibility. These assets and obligations may include, but are not limited to, some environmental impacts, indirect commitments, and the capital cost of the police buildings. Treatment of these costs is consistent between options.

9.3 Comparative Analysis

Comparing Authority finances to other similar policing jurisdictions will help assess reasonableness of service costs and may provide opportunities for exploration and possible improvements. These improvements may be for overall service delivery or for a specific practice.

9.3.1 Municipal, Provincial, National

The following table shows comparative general, financial, and resourcing information to help assess sufficiency. The comparators are municipalities; the provincial average; and the national average.

Table 9.3.1 Comparative Policing Costs

Jurisdiction	Data Year*	Pop'	Police Members	Other Staff	Operating expenditures	Per capita cost	Pop per officer	Cost per officer
Moncton ²⁰⁴	2021	79,470	104	55	\$23,376,000	\$294	764	\$224,770
Dieppe	2021	28,114	27	15	\$6,092,000	\$217	1,041	\$225,630
Riverview	2021	20,584	16	9	\$3,639,000	\$177	1,287	\$227,438
Codiac Total	2021	128,168	147	79	\$33,107,000	\$258	871	\$225,217
Fredericton ²⁰⁵	2020	63,116	111	30	\$19,267,000	\$305	569	\$173,577
Saint John ²⁰⁶	2020	69,895	138	-	\$26,958,646	\$386	506	\$195,352
Coquitlam & Port Coquitlam ²⁰⁷	2021	216,303	241	107	\$35,037,000	\$162	897	\$145,382
Kamloops ²⁰⁸	2020	101,198	155	48	\$30,936,000	\$306	653	\$199,587
Kelowna ²⁰⁹	2021	146,143	192	98	\$40,974,816	\$280	761	\$213,411
Surrey ²¹⁰	2020	598,862	843	325	\$163,939,423	\$274	710	\$194,471
Victoria ²¹¹	2020	113,430	249	68	\$58,241,000	\$513	456	\$233,900
New Brunswick ²¹²	2019	776,827	1,251	-	\$230,282,000	\$296	621	\$184,078
Canada ¹²¹	2019	37,589,262	68,718	31,699	\$16,364,034,000	\$435	547	\$238,133

* Although the years differ, fluctuations in the ratios are considered nominal

The cost to the community may be measured by the per capita cost of policing. For the CRPA \$258 per capita is less than the median comparator municipality (\$306). It is also less than the New Brunswick (\$296) and Canadian (\$435) average.

²⁰⁴ As provided by CRPA – Budget 2021

²⁰⁵ As provided by the City of Fredericton – Budget 2020

²⁰⁶ As provided by the City of St. John – Budget 2020

²⁰⁷ As provided by the City of Coquitlam – Budget 2021

²⁰⁸ As provided by the City of Kamloops – Budget 2020

²⁰⁹ As provided by the city of Kelowna – Budget 2021

²¹⁰ Online sources including City of Surrey – Budget 2020, CBC media reports

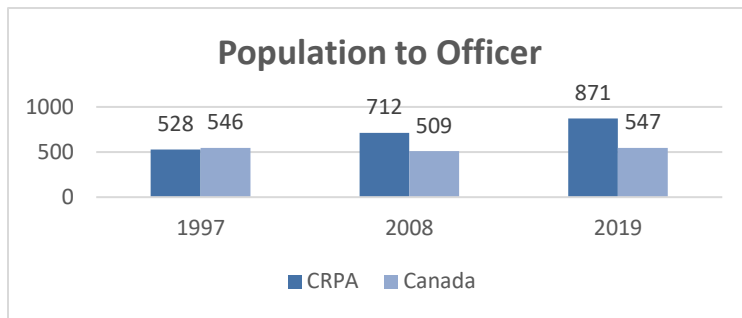
²¹¹ As provided by the City of Victoria – Budget 2020

²¹² Report: [Police resources in Canada, 2019 \(statcan.gc.ca\)](https://www150.statcan.gc.ca/n1/pub/25-614-x/2019001/article/00001-eng.htm)

The highest cost per capita of the comparator municipalities, provincial and national averages is Victoria and the lowest is Coquitlam. Victoria Police Department is a municipal police department serving the City of Victoria and the Township of Esquimalt; and Coquitlam is an RCMP municipal service shared with the City of Port Coquitlam.

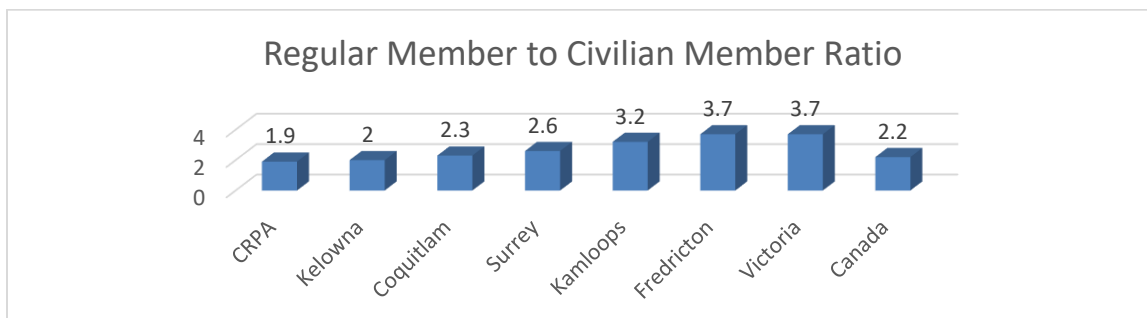
In British Columbia, the 2020 average cost per capita for municipalities served by the RCMP, was \$268.²¹³ The 2020 average cost per capita for municipalities with a municipal police service was \$419.¹³¹ The 2019 average per capita cost provincially and annually with both RCMP and municipal policing, but not separately reported, was: New Brunswick \$296, Ontario \$403, Nova Scotia \$356, and Canada \$435.²¹⁴

Since 1997, the population to police officer ratio in Canada remained constant. During the same period, the CRP ratio increased by 65% (528²¹⁵ to 871²¹⁶).



In 2022, the Authority requested 25 additional police officers for the 2023 budget. The municipalities approved five in the 2023 budget. Potentially, more will be approved each year for five years meeting the requested number of officers. This correction will add higher costs in the next five years. See Chapter 2 regarding the workload analysis and staffing levels and the need for a comprehensive business case.

The following chart shows regular member to civilian member ratios for the comparator municipalities as well as the national average.



²¹³ Police Resources in British Columbia, 2020: [Police Resources in BC, 2020 \(gov.bc.ca\)](https://www.gov.bc.ca)

²¹⁴ Report: [Police resources in Canada, 2019 \(statcan.gc.ca\)](https://www.statcan.gc.ca)

²¹⁵ City of Moncton Policing Services Study, 2010, Perivale and Taylor

²¹⁶ As provided by CRPA – Budget 2020

One way to manage costs over the years has been to transfer non-police work to civilian members. In 1962, the Canadian average police officer to civilian member was 4.6 and in 2019 it was 2.2.²¹⁷ The current CRPA's ratio is 1.9,²¹⁸ a higher ratio of civilian staff than the comparator municipalities and the national average. Caution should be used when evaluating these ratios: Codiac includes the OCC staffing in the Codiac organization chart, whereas other agencies which contract out OCC functions will not.

9.4 Cost Benefit Analysis & Transition Costs

Two options are considered in this cost benefit analysis of service delivery alternatives. The first is to remain with the RCMP and the second is to consider a regional municipal police force inclusive of addressing the resourcing challenges. Qualitative considerations will add context to quantitative findings.

9.4.1 Contracted RCMP Regional Service

A fifteen-year budget projection is provided below for the current RCMP model. This option begins with the approved 2023 budget and adjusts costs as explained below.

The 15-year budget includes operating and capital costs. It is not comprehensive of all financial costs since police buildings are the responsibility of the respective municipalities and indirect overhead costs are separately accounted by each municipality.

Revenues include sale of services (dispatch and record checks), interest, and transfers from other governments.

Expenditures include salaries and wages; RCMP direct and indirect costs including benefits and Divisional Administration, capital costs including vehicles, kits, and equipment; direct municipal and RCMP operating costs; amortization, and debt servicing costs for the new building.²¹⁹

The RCMP model includes Division Administration costs, \$8.35 million in 2023, covering the cost of services for administration and HQ, human resources, information management, information technology, communications and media, training, national accounting, purchasing and other shared services, and medical, parental, and other leaves.

²¹⁷ Report: [Police resources in Canada, 2019 \(statcan.gc.ca\)](https://www150.statcan.gc.ca/n1/pub/82-625-x/2019001/article/00001-eng.htm)

²¹⁸ As provided by CRP Authority – Budget 2020

²¹⁹ See Chapter 4 Facilities and Space Analysis

Inflation and salaries are projected to increase at historical rates over the 15-year budget.

For the purpose of the projected budgets, the number of Regular Members²²⁰ (RM) is projected to increase by five officers for the years 2023, 2024, 2025, 2026 and 2027; and Civilian members are projected to increase by three in each of the five years.²²¹ Beginning 2028 and each year thereafter, RMs are projected to increase by two and civilian members by one. Vehicles increase by two per year for five years beginning 2023 and one per year thereafter. This projected increase in staffing levels, presented for the 2023 budget, but not confirmed at this time, are used in both projected models.

Table 9.4.1 15 Year Budget – RCMP Regional Service

Year	Revenues	Expenditures	Adjustments	Net Budget	% Change
2023 ¹	(\$ 6,130,000)	\$ 55,929,000	(\$ 4,726,000)	\$ 45,073,000	15.0%
2024	(\$ 6,248,000)	\$ 58,032,000	(\$ 6,197,000)	\$ 45,587,000	1.1%
2025	(\$ 6,438,000)	\$ 64,265,000	(\$ 6,432,000)	\$ 51,395,000	12.7%
2026	(\$ 6,637,000)	\$ 67,071,000	(\$ 6,677,000)	\$ 53,757,000	4.6%
2027	(\$ 6,846,000)	\$ 69,070,000	(\$ 6,930,000)	\$ 55,294,000	2.9%
2028	(\$ 7,007,000)	\$ 71,471,000	(\$ 7,194,000)	\$ 57,270,000	3.5%
2029	(\$ 7,184,000)	\$ 74,068,000	(\$ 7,467,000)	\$ 59,417,000	3.7%
2030	(\$ 7,369,000)	\$ 76,790,000	(\$ 7,751,000)	\$ 61,670,000	3.7%
2031	(\$ 7,560,000)	\$ 79,623,000	(\$ 8,046,000)	\$ 64,017,000	3.7%
2032	(\$ 7,760,000)	\$ 82,570,000	(\$ 8,351,000)	\$ 66,459,000	3.8%
2033	(\$ 7,967,000)	\$ 85,637,000	(\$ 8,669,000)	\$ 69,001,000	3.8%
2034	(\$ 8,182,000)	\$ 88,828,000	(\$ 8,998,000)	\$ 71,648,000	3.8%
2035	(\$ 8,407,000)	\$ 92,149,000	(\$ 9,340,000)	\$ 74,402,000	3.8%
2036	(\$ 8,640,000)	\$ 95,607,000	(\$ 9,695,000)	\$ 77,272,000	3.8%
2037	(\$ 8,882,000)	\$ 99,203,000	(\$ 10,063,000)	\$ 80,258,000	3.8%
Total Net Budget				\$932,520,000	

Costs for maintenance, renewal, and replacement of capital assets including vehicles, kits, and equipment are included in the annual budget. Each budget year is a single year view. To improve the estimates and add stability and sustainability to the budget for capital assets, including buildings and other infrastructure, a capital asset/infrastructure assessment may be beneficial.

²²⁰ RCMP Act, members. Employees of the municipality assigned to the RCMP are referred to as Municipal Members (ME), and civilian staff within the RCMP are employed under the *Public Service Employment Act*

²²¹ CRPA Budget Request 2022

This assessment is included in Chapter 4 of this Report. Except for the new police building, other costs for sustainability and completeness have not been added, including assets, liabilities and commitments that are the responsibility of the municipalities.

Adjustments include allowances for police officer vacancies; contributions to integrated services; and CRPA expenses, complete with communications and professional fees. These adjustments are projected to increase by inflation in future budget years.

In 2023, the budget increased by 15.0% as approved by the CRPA. In 2024, the budget is projected to increase by 9.1% due to inflation, addition of amortization on all assets including the new police building, new building debt servicing costs, and additional staff. The next three years complete the five-year addition of five police officers, three civilian members, and two vehicles per year. The following ten years include inflationary adjustments and growth-related staffing, and vehicle increases.

The total net RCMP budget for the 2023-2037 fiscal years is projected to be \$933 million. This budget forms the foundation for a municipal alternative, below, and any missing information is consistent between the two options.

9.4.2 New Municipal Regional Police Force & Transition Costs

A fifteen-year budget projection is provided below for the option of transitioning to a municipal policing service. This option begins with the approved 2023 budget and expands on the RCMP 15-year budget above, with reduction and eventual removal of the 10% federal contribution and transition costs.

Revenues are consistent with the RCMP model except for a decrease in the 10% federal contribution over the five-year transition and is removed completely thereafter.

Expenditures are consistent with the RCMP model for comparability purposes. The number of regular and civilian members remain consistent as well as the number of vehicles. Inflationary and salary levels and annual increases also remain consistent.

The RCMP model includes Division Administration costs, \$8.35 million in 2023, covering the cost of services for administration and HQ, human resources, information management, information technology, communications and media, training, national accounting, purchasing and other shared services, and medical, parental, and other leaves. The amount is not adjusted and is

included in the municipal police force budget since municipal policing also expects to incur these costs. The amount is a reasonable estimate.

Adjustments also remain consistent with the RCMP model, above, with the same assumptions on RM vacancies, integrated services, board expenses and other provisions.

Table 9.4.2a 15 Year Budget – Municipal Regional Police Force

Year	Revenues	Expenditures	Adjustments	Transition Costs	Net Budget	% Change
2023 ¹	(\$ 6,130,000)	\$ 55,929,000	(\$ 4,726,000)	-	\$ 45,073,000	15.0%
2024	(\$ 6,248,000)	\$ 58,032,000	(\$ 6,197,000)	-	\$ 45,587,000	1.1%
2025	(\$ 5,631,000)	\$ 64,265,000	(\$ 6,432,000)	\$ 18,350,000	\$ 70,552,000	54.8%
2026	(\$ 4,946,000)	\$ 67,071,000	(\$ 6,677,000)	\$ 7,230,000	\$ 62,678,000	11.2%
2027	(\$ 4,189,000)	\$ 69,070,000	(\$ 6,930,000)	\$ 7,350,000	\$ 65,301,000	4.1%
2028	(\$ 3,342,000)	\$ 71,471,000	(\$ 7,194,000)	\$ 7,490,000	\$ 68,425,000	4.7%
2029	(\$ 2,433,000)	\$ 74,068,000	(\$ 7,467,000)	\$ 5,095,000	\$ 69,263,000	1.2%
2030	(\$ 2,441,000)	\$ 76,790,000	(\$ 7,751,000)	\$ 3,500,000	\$ 70,098,000	1.2%
2031	(\$ 2,449,000)	\$ 79,623,000	(\$ 8,046,000)	\$ 3,500,000	\$ 72,628,000	3.6%
2032	(\$ 2,457,000)	\$ 82,570,000	(\$ 8,351,000)	\$ 3,500,000	\$ 75,262,000	3.6%
2033	(\$ 2,466,000)	\$ 85,637,000	(\$ 8,669,000)	\$ 3,500,000	\$ 78,002,000	3.6%
2034	(\$ 2,474,000)	\$ 88,828,000	(\$ 8,998,000)	\$ 3,500,000	\$ 80,856,000	3.6%
2035	(\$ 2,482,000)	\$ 92,149,000	(\$ 9,340,000)	\$ 3,500,000	\$ 83,827,000	3.6%
2036	(\$ 2,491,000)	\$ 95,607,000	(\$ 9,695,000)	\$ 3,500,000	\$ 86,920,000	3.6%
2037	(\$ 2,499,000)	\$ 99,203,000	(\$ 10,063,000)	\$ 3,500,000	\$ 90,141,000	3.7%
Total Net Budget				\$73, 515,000	\$ 1,064,313,000	

Transition Costs begin in 2025 following a 24-month notice of termination as required by the *Codiac Regional Police Service Agreement*. The costs include hiring a transition team, which is inclusive of leadership, legal, communications, finance, human resources, technology, administrative support, consulting, and professional services.

The transition costs assume both new and old police buildings will be in place during the transition. This allows for a parallel technology system during the transition, one for the municipal force and the second for the RCMP. Setting up a new technology system is anticipated to be one of the higher costs of transition.

Table 9.4.2.b 15 Year Budget – Municipal Police Service Transition Costs

Year	Transition Team & Executive	Legal, HR, & Support	IT Operations & Capital	Contingency & Adjustments	Total
2025	\$ 2,550,000	\$ 2,000,000	\$ 9,200,000	\$4,600,000	\$ 18,350,000
2026	\$ 2,580,000	\$ 1,750,000	\$ 1,100,000	\$ 1,800,000	\$ 7,230,000
2027	\$ 2,600,000	\$ 1,750,000	\$ 1,200,000	\$ 1,800,000	\$ 7,350,000
2028	\$ 2,600,000	\$ 1,750,000	\$ 1,200,000	\$ 1,940,000	\$ 7,490,000
2029	\$ 700,000	\$ 500,000	\$ 500,000	\$ 3,395,000	\$ 5,095,000
2030	\$0	\$0	\$0	\$ 3,500,000	\$ 3,500,000
2031	\$0	\$0	\$0	\$ 3,500,000	\$ 3,500,000
2032	\$0	\$0	\$0	\$ 3,500,000	\$ 3,500,000
2033	\$0	\$0	\$0	\$ 3,500,000	\$ 3,500,000
2034	\$0	\$0	\$0	\$ 3,500,000	\$ 3,500,000
2035	\$0	\$0	\$0	\$ 3,500,000	\$ 3,500,000
2036	\$0	\$0	\$0	\$ 3,500,000	\$ 3,500,000
2037	\$0	\$0	\$0	\$ 3,500,000	\$ 3,500,000
TOTAL	\$ 11,030,000	\$ 7,750,000	\$ 13,200,000	\$ 41,535,000	\$ 73,515,000

The above costing allows for a full transition team and support services for the first four years. The fifth year of transition allows for a smooth hand-off to a fully operational municipal service. IT capital is the largest driver of costs in the first year of transition. The remaining four transition years in IT will be for implementation and training. The contingency is for unforeseen costs including but not limited to additional administrative staff and/or regular members, salary differentials, space modifications, fleet services needs, or other costs not currently known.

The new police building will require further modifications if a municipal police service is selected. The cost of these modifications is provided in Chapter 4 of this Report. The proposed budget does not specifically include these costs, however some of the funds under Adjustments may be available.

Reasonableness: The transition costs provided are estimates. There is a high margin for error as experienced by the City of Surrey in its ongoing transition process from the RCMP municipal service to a municipal police department. However, the transition process is now in some doubt as Council voted to reverse the process and retain the RCMP.

Surrey's initial budget estimate in 2019 was \$153 million,²²² but by December 2022, all but \$3 million was spent. The initial report to Council indicated a transition completion date of 2021. By December 2022, 375 police officers were recruited of the 734 required.²²³

Table 9.4.2b City of Surrey Comparative

	Population	Police Personnel	Municipal Expenditures	Police Expenditures
Codiac	128,168	147	\$ 269,979,610	\$ 33,107,000
Surrey	598,862	843	\$ 850,514,000	\$ 163,939,423
Codiac as a % of Surrey	21.4%	17.4%	31.7%	20.2%

Depending upon the measure used, Codiac is between 17.4% and 31.7% the size of Surrey. A transition cost ratio of 31% (\$46 million / \$150 million) is within range recognizing if Surrey were to complete the transition it will likely cost more. The anticipated annual increase in costs for a municipal police department compared to an RCMP detachment in Surrey is approximately \$32 million.²²⁴ For the CRPA, the \$3.5 million ongoing increase in costs for a municipal police force plus a loss of the 10% cost share (~\$3.7 million + inflation) with the RCMP is also within the range (\$3.5M + \$3.7M / \$32M =22%).

With a new Council, the City of Surrey is seeking reversal of their transition decision. There is a process and cost to transitioning back to the RCMP. The quantification of these costs has been debated in the media by the Surrey Police Service, the Police Federation (representing the RCMP Members), and Surrey City Council, and it is suggested that some costs differ. The cost of reinstating the Surrey RCMP is not possible to quantify in this report. Determining progress with implementation, required approvals, costs of termination of contracts, and the number and level of commitments, is only possible once a reversal decision is confirmed.

The estimated total transition cost for Codiac is \$73 million. The first five years will see a total of \$47 million for transition and a total of \$28 million for ongoing cost differentials for the years 2030 to 2037.

²²² Surrey 2018-2022 Financial Plan: [2018-2022 Financial Plan \(surrey.ca\)](https://www.surrey.ca/2018-2022-Financial-Plan)

²²³ Surrey Corporate Report – Retaining the RCMP as Police of Jurisdiction, December 12, 2022 [NO: \(surrey.ca\)](https://www.surrey.ca)

²²⁴ Surrey Corporate Report – Retaining the RCMP as Police of Jurisdiction, December 12, 2022 [NO: \(surrey.ca\)](https://www.surrey.ca)

9.4.3 Options Financial Analysis

Table 9.4.3 Two Options Compared

	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

9.4.4 Cost Share Distribution

The distribution of costs between the three partner municipalities in 2023 is 71.08% for Moncton, 18.29% for Dieppe, and 10.63% for Riverview.²²⁵ The distribution percentage will adjust as the variables of *population, assessments, and police service calls* in the cost share formula change.

If the percentage allocation remains constant, cost increases for each municipality is projected to be the percentage increase in the budget as indicated above. Cost distribution of the fifteen-year budget total is provided in the following table.

Table 9.4.4 Fifteen Year Total Cost Distribution

	Moncton	Dieppe	Riverview	Total
Percent Allocation	71.08%	18.29%	10.63%	100%
RCMP	\$ 662,835,000	\$ 170,558,000	\$ 99,127,000	\$ 932,520,000
Municipal	\$ 756,514,000	\$ 194,663,000	\$ 113,136,000	\$1,064,313,000
Difference	\$ 93,679,000	\$ 24,105,000	\$ 14,009,000	\$ 131,793,000

9.4.5 Transfer of Equipment

The *Codiac Regional Police Service Agreement, 2012*, in the event of the expiry or termination of the *Agreement*, prescribes the ownership of any item of equipment that was purchased by Canada for the Codiac Regional Police Service. Select sections of Articles 1.1 and 14 are included in Appendix 9.4.5.

²²⁵ As provided by CRPA – Budget 2020

The most salient equipment includes standard police cruisers, radio and computer equipment, security, and investigative equipment such as identification devices and systems, and technology and other licensing fees.

In summary, the CRPA has the option of retaining equipment or leaving the equipment vested in Canada. Both options include adjustments to balance the *Fair Market Value* with the amount paid by Codiac.

It may be determined that some equipment, radio towers, and investigative equipment should be retained, whereas used vehicles, which would require new liveries, would not be cost effective to retain.

9.4.6 Conclusion

Over a fifteen-year period, a regional municipal police force is estimated to cost approximately \$132 million more than the current RCMP regional model.

9.5 Facilities Costs Summary

The Spaces Needs Assessment, described in Chapter 4, 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

9.6 Non-billable RCMP Services

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 RMs to the teams.

The Report's 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 budget also includes legal services, technology hardware, software, and licensing as well as support services and executive leadership. No change is expected with the specialized services if they remain in place: Forensic Identification, major crime, Tech Crime – Digital Forensic Service, IM/IT Radio Tech Support and Risk Managers and continue as in place. RCMP billable services through Division Administration fees are costs expected for a municipal service and remain in the budget with inflationary increases.

Liability insurance examples from the comparators indicate an anticipated annual cost of \$200,000.

APPENDICES

APPENDIX A Scope of Study Index

RFP Section	Subject	Report Chapter	Subject
32.1	Previous Studies	7	Research Previous Studies
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34.1 (c) 1	Policing Standards		Policing in New Brunswick
34.1 (c) 2	Specialized Services	5.8	Specialized Services
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34.1 (d) 21	Training	5.6	Training
34.1 (d) 22	Selection of senior managers	5.7	Selection of senior managers
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34.1 (d) 25	Crime statistics comparisons	3.2	Crime Statistics
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Appendix A Continued

RFP Section	Subject	Report Chapter	Subject
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34.1 (h) 5	Community issues & perceptions	6.7.3&4	Community
34.1 (i)	Comparator police agencies	3	Comparators
34.1 (j)	Policing Reviews and Studies	7	Changing Police Services
35.1	Consultation	1	The Vision

APPENDIX B Policing Standards

Canadian National

The RCMP Standards are accepted across Canada as being at least equivalent and often higher than provincial standards.

The *Provincial Police Service Agreement 2012-2032* (PPSA) between the Government of Canada and the Government of the Province of New Brunswick, Article 6.5 c) addresses standards as follows:

In determining the professional police standards or procedures in respect of the Provincial Police Service, 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, unless the Commissioner is of the opinion that to do so would be contradictory to a requirement imposed by law, or would negatively affect the RCMP's ability to deliver effective or efficient police services, or negatively affect public or officer safety.

The Codiac RPSA Article 6.5 reads:

The professional police standards and procedures determined in respect of the Provincial Police Service in accordance with the PPSA will also apply to the Codiac Regional Police Service, unless the Commissioner is of the opinion that to do so would be contradictory to a requirement imposed by law, or would negatively affect the RCMP's ability to deliver effective or efficient police services.

National – Police Training

The Maritime provinces rely on the Atlantic Police Academy at Holland College in PEI for initial police training and certification. Recently, the Halifax Regional Police moved to an in-house initial training program approved by the Province.²²⁶

In British Columbia, the *Police Act and Regulations*²²⁷ require initial training through the Justice Institute of BC – Police Academy, or an accepted equivalent training provided by:

- Atlantic Police Academy
- Canadian Forces Military Police Academy

²²⁶ HRP

²²⁷ BC *Policing Standard 2.1 Recruit and Advanced Training*

- Chief Crowfoot Learning Centre (Calgary Police Service)
- École Nationale de Police du Québec
- Edmonton Police Service, Basic Recruit Training
- Lethbridge College
- Ontario Police College
- RCMP Training Academy (Depot)
- Royal Newfoundland Constabulary
- Saskatchewan Police College
- Winnipeg Police Service, Police Recruit Training Academy

This is the normal approach across Canada; police agencies recognize the certification of accredited Canadian police training programs.

Nova Scotia

Policing Standards in Nova Scotia are currently under review and are subject to change, but currently include:

- 1 Police Role and Responsibilities
- 2 Jurisdiction and Centralized Services
- 3 Contractual Agreements for Police Services
- 4 Liaison with Other Agencies
- 5 Organization
- 6 Direction
- 7 Administrative Reporting
- 8 Planning and Research
- 9 Crime Analysis
- 10 Personnel Allocation
- 11 Financial Management
- 12 Job Classification and Description
- 13 Compensation, Benefits, and Health and Fitness
- 14 Career Development and Education
- 15 Disciplinary and Remedial Procedures
- 16 Recruitment
- 17 Selection
- 18 Training
- 19 Promotion
- 20 Performance Evaluation
- 21 Internal Audit
- 22 Patrol
- 23 Criminal Investigation
- 24 Organized Crime and Vice Control
- 25 Young Offenders
- 26 Crime Prevention
- 27 Unusual Occurrences
- 28 Tactical Operations
- 29 Criminal Intelligence
- 30 Internal Investigations

31	Community Relations
32	Traffic Administration
33	Traffic Law Enforcement
34	Traffic Accident Investigation
35	Traffic Direction and Control
36	Traffic Engineering
37	Traffic Ancillary Services
38	Prisoner Transportation
39	Detention Facility
40	Communications
41	Records
42	Evidence
43	Property Management

Prince Edward Island

The PEI *Midpoint Evaluation of 2017 Crime Prevention and Police Services Model Review*²²⁸ included four recommendations concerning standards:²²⁹

- *Review existing police standards and provide recommendations for updates and new standards for Ministerial approval. Recommendation*
 - *Review all facets of existing and new standards to ensure that all Island police services including the RCMP, are using interoperable approaches and terminology. Recommendation*
 - *Once existing standards have been updated and new ones approved by the Minister of Justice and Public Safety (the Minister), all standards should be entered into legislation and the existing Ministerial Directives retired. Recommendation*
 - *Once existing standards have been updated and new ones approved by the Minister, an impact analysis should be conducted to determine any additional costs associated with the training and how these costs should be addressed.*

Ontario

The standards that police services must meet are set out in the act and regulations such as the *Adequacy and Effectiveness of Police Services regulation*.²³⁰ These standards are not dissimilar to CALEA, described below.

²²⁸ *perivale+taylor* review

²²⁹ Found at www.ADGA's Midpoint Evaluation of 2017 Crime Prevention and Police Services Model Review | Government of Prince Edward Island

²³⁰ Found at www.O.Reg.3/99: ADEQUACY AND EFFECTIVENESS OF POLICE SERVICES (ontario.ca)

Saskatchewan

The Saskatchewan Police Commission makes regulations to upgrade police services, generally through training and standardization. It sets provincial standards for clothing, ranks, equipment, reporting, recruiting, training and discipline for all municipal police services. The Commission also provides centralized education and training for municipal police services through the Saskatchewan Police College at the University of Regina.

The Commission is empowered to conduct audits and reviews, and to provide information to boards of police commissioners. The Commission is the final appeal body in disciplinary and dismissal matters.

Alberta

Alberta Policing Standards 2.3, 2017, include:

- Roles and Responsibilities
- Organizational Management
- Personnel Administration
- Operations
- Support Services

British Columbia

The former British Columbia Police Commission established provincial policing standards in 1990.²³¹ These standards are similar to CALEA standards and remain in place other than standards which have been repealed and/or replaced by new standards. New, additional standards include greater detail and direction, and focus on critically important subjects:

- Use of Force
- Training
- Training Courses and Development
- Equipment and Facilities
- Specialized Investigations
- Promotion of Unbiased Policing
- Police Pursuits

²³¹ Found at www.gov.bc.ca: Provincial policing standards - Province of British Columbia (gov.bc.ca). One of the *perivale+taylor* Study team consulted with the Edmonton Police Service in 1989 and later was the lead author of the British Columbia *Policing Standards*

Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) in Canada

The Winnipeg Police Board requires the Chief of Police to ensure the WPS maintains compliance with all applicable standards of the law enforcement accreditation program established and administered by CALEA; and obtain reaccreditation in accordance with CALEA's award cycle. In 2021, the WPS completed its four-year review process; receiving a unanimous vote to extend its accreditation status from a panel of CALEA Commissioners. This marks the eighth consecutive time the WPS successfully achieved reaccreditation status since the initial award in 1992.²³²

Edmonton Police Service (EPS) was the first Canadian police agency to be accredited through CALEA in 1988.²³³ The following Canadian police agencies are CALEA accredited: Brantford, Camrose, Cornwall, Winnipeg.²³⁴

United States

CALEA

CALEA was created in 1979 as a credentialing authority through the joint efforts of law enforcement's major executive associations. The CALEA Accreditation program seals are reserved for use by those public safety agencies that have demonstrated compliance with CALEA Standards and have been awarded CALEA Accreditation by the Commission.²³⁵

CALEA provides an accreditation process for agencies which do not have state policing standards. Several hundred police agencies have been accredited through CALEA in North America,

Washington

Washington Association of Sheriffs & Police Chiefs (WASPC) 2020 *Law Enforcement Accreditation Standards*. The purpose is to provide those agencies seeking Accreditation and Re-Accreditation with an-overview and understanding of the Accreditation program offered by WASPC; and, to provide an understanding of the standards under which Accreditation occurs.

²³² Found at www: Accreditation - Winnipeg Police Service

²³³ Found at [www:History of the EPS \(edmontonpolice.ca\)](http://www:History of the EPS (edmontonpolice.ca)).

²³⁴ Found at www:CALEA Client Database | CALEA® | The Commission on Accreditation for Law Enforcement Agencies, Inc.

²³⁵ Found at www: Home | CALEA® | The Commission on Accreditation for Law Enforcement Agencies, Inc.

The standards are similar to CALEA. The following Washington State municipal police departments have CALEA accreditation: Bellevue (235 police), Federal Way (170), Pasco (87), Tacoma (414).²³⁶

Maine

Maine Law Enforcement Accreditation Program (MLEAP).²³⁷ The MLEAP Manual is the compilation of what Maine law enforcement professionals believe are basic business practices needed to address the most critical tasks of law enforcement in our state. The standards were developed to ensure appropriate protection of citizen's rights, to improve the safety of public safety employees, and ensure the operational and professional integrity of a law enforcement entity. This manual includes the Standards and Glossary which are updated from time to time when legal or environmental changes necessitate. The Standards Program Manual provides detailed information regarding the operation of the MLEAP Program, similar to CALEA. The following Maine municipal police departments have CALEA accreditation: Auburn (62 officers), Biddeford (81), Lewiston (94), South Portland (65).²³⁸

United Kingdom

The *College of Policing* is a professional body for policing and the 43 territorial police agencies in England and Wales. It is an operationally independent arm's-length body of the Home Office.

The College sets standards for key areas of policing.²³⁹ The categories include: armed policing, civil emergencies, covert policing, critical incident management, detention and custody, engagement and communication, extraction of material from digital devices, information management, intelligence management, investigation, live facial recognition, major investigation and public protection, mental health, mobilization, national decision model, operations, post-incident procedures, professional standards, prosecution and case management, public order, risk, roads policing, stop and search.

²³⁶ Found at CALEA Client Database

²³⁷ Found at [www: 2020 LE Accreditation Standards.docx](http://www.waspc.org) (waspc.org)

²³⁸ Found at CALEA Client Database

²³⁹ *perivale+taylor* UK and College of Policing

APPENDIX 2 Workload Analysis ²⁴⁰

Figures rounded to closest whole number

A2.1 Day Shift Analysis by Month

Month	Available Duty Hours	Allocated Hours	Admin' Hours	Unallocated Hours	Percentage Unallocated
January	3531	1155	706	1670	47
February	3256	1010	651	1595	49
March	3509	1085	702	1722	49
April	3487	1244	697	1545	44
May	3509	1494	702	1313	37
June	3399	1237	680	1482	44
July	3531	1338	706	1487	42
August	3553	1403	711	1439	41
September	3454	1466	691	1297	38
October	3553	1327	711	1515	43
November	2981	975	596	1410	47
December	3531	1154	706	1671	47

A2.2 Night Shift Analysis by Month

Month	Available Duty Hours	Allocated Hours	Admin' Hours	Unallocated Hours	Percentage Unallocated
January	3839	8277	768	2244	58
February	3465	626	693	2146	62
March	3839	877	768	2194	57
April	3707	790	741	2176	59
May	3839	1002	768	2069	54
June	3707	943	741	2023	56
July	3839	957	768	2113	55
August	3839	1131	768	1940	51
September	3696	970	739	1987	54
October	3850	976	770	2104	55
November	3223	856	645	1723	53
December	3828	872	766	2190	57

²⁴⁰ *perivale+taylor* reports AV1, 2

A2.3 Day Shift Analysis by Day of Week over the Year *perivale+taylor* report AV3

Month	Day	Duty Hours	Allocated	Admin'	Unallocated	% Unallocated
Jan	Sunday	550	121	110	319	58
Jan	Monday	616	215	123	277	45
Jan	Tuesday	495	145	99	251	51
Jan	Wednesday	495	177	99	219	44
Jan	Thursday	440	143	88	209	47
Jan	Friday	396	217	79	99	25
Jan	Saturday	539	136	108	296	55
Feb	Sunday	495	110	99	286	58
Feb	Monday	440	181	88	171	39
Feb	Tuesday	418	126	84	209	50
Feb	Wednesday	418	138	84	196	47
Feb	Thursday	473	164	95	215	45
Feb	Friday	517	18	103	225	44
Feb	Saturday	495	103	99	293	59
Mar	Sunday	418	114	84	220	53
Mar	Monday	473	155	95	223	47
Mar	Tuesday	616	206	123	287	47
Mar	Wednesday	616	141	123	352	57
Mar	Thursday	572	181	114	276	48
Mar	Friday	396	152	79	165	42
Mar	Saturday	418	136	84	198	47
Apr	Sunday	429	113	86	231	54
Apr	Monday	495	153	99	243	49
Apr	Tuesday	473	219	95	159	34
Apr	Wednesday	517	177	103	237	46
Apr	Thursday	550	251	110	189	34
Apr	Friday	583	206	117	260	45
Apr	Saturday	440	126	88	226	51
May	Sunday	616	147	123	346	56
May	Monday	572	181	114	277	48
May	Tuesday	396	172	79	145	37
May	Wednesday	418	329	84	6	1
May	Thursday	418	238	84	96	23
May	Friday	473	155	95	224	47
May	Saturday	616	273	123	220	36
Jun	Sunday	418	108	84	226	54
Jun	Monday	418	139	84	196	47
Jun	Tuesday	616	230	123	263	43
Jun	Wednesday	616	267	123	226	37
Jun	Thursday	495	166	99	230	46
Jun	Friday	440	197	88	155	35

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Jun	Saturday	396	131	79	185	47
Jul	Sunday	495	131	99	265	54
Jul	Monday	495	224	99	172	35
Jul	Tuesday	440	189	88	163	37
Jul	Wednesday	396	166	79	151	38
Jul	Thursday	539	224	109	208	39
Jul	Friday	550	238	110	202	37
Jul	Saturday	616	166	123	326	53
Aug	Sunday	517	243	103	171	33
Aug	Monday	539	194	108	237	44
Aug	Tuesday	550	225	110	215	39
Aug	Wednesday	517	193	103	221	43
Aug	Thursday	495	195	99	201	41
Aug	Friday	495	200	99	196	39
Aug	Saturday	440	153	88	199	45
Sep	Sunday	517	161	103	252	49
Sep	Monday	495	284	99	112	23
Sep	Tuesday	495	187	99	209	42
Sep	Wednesday	539	212	108	219	41
Sep	Thursday	517	312	103	102	20
Sep	Friday	418	164	84	170	41
Sep	Saturday	473	145	95	233	49
Oct	Sunday	539	138	108	293	54
Oct	Monday	418	164	84	171	41
Oct	Tuesday	418	139	84	196	47
Oct	Wednesday	473	179	95	199	42
Oct	Thursday	517	206	103	207	40
Oct	Friday	616	324	123	169	27
Oct	Saturday	572	178	114	280	49
Nov	Sunday	473	160	95	219	46
Nov	Monday	616	200	123	293	47
Nov	Tuesday	616	206	123	287	47
Nov	Wednesday	341	119	68	154	45
Nov	Thursday	275	80	55	140	51
Nov	Friday	341	119	68	154	45
Nov	Saturday	319	91	64	164	51
Dec	Sunday	440	127	88	225	51
Dec	Monday	396	144	79	173	44
Dec	Tuesday	418	101	84	233	56
Dec	Wednesday	550	174	110	266	48
Dec	Thursday	616	225	123	268	44
Dec	Friday	616	213	123	280	45
Dec	Saturday	495	1718	99	225	46

A2.4 Night Shift Analysis by Day of Week over the Year *perivale+taylor* report AV4

Month	Day	Duty Hours	Allocated	Admin'	Unallocated	% Unallocated
Jan	Sunday	627	121	125	381	61
Jan	Monday	616	82	123	411	67
Jan	Tuesday	484	142	97	245	51
Jan	Wednesday	484	83	97	304	63
Jan	Thursday	495	137	99	259	52
Jan	Friday	495	104	99	292	59
Jan	Saturday	638	159	128	352	55
Feb	Sunday	484	116	97	271	56
Feb	Monday	495	107	99	289	58
Feb	Tuesday	506	79	101	326	64
Feb	Wednesday	506	68	101	336	66
Feb	Thursday	495	85	99	311	63
Feb	Friday	495	80	99	316	64
Feb	Saturday	484	91	97	296	61
Mar	Sunday	506	124	101	280	55
Mar	Monday	495	67	99	329	67
Mar	Tuesday	605	117	121	367	61
Mar	Wednesday	616	119	123	374	61
Mar	Thursday	616	214	123	279	45
Mar	Friday	495	124	99	272	55
Mar	Saturday	506	113	101	292	58
Apr	Sunday	506	122	101	282	56
Apr	Monday	484	66	97	321	66
Apr	Tuesday	484	88	97	299	62
Apr	Wednesday	506	89	101	316	62
Apr	Thursday	605	149	121	335	55
Apr	Friday	605	175	121	309	51
Apr	Saturday	517	100	103	313	61
May	Sunday	616	161	123	332	54
May	Monday	616	163	123	330	54
May	Tuesday	495	126	99	270	54
May	Wednesday	506	91	101	314	62
May	Thursday	506	158	101	247	49
May	Friday	495	109	99	287	58
May	Saturday	605	194	121	290	48
Jun	Sunday	506	106	101	298	59
Jun	Monday	506	105	101	300	59
Jun	Tuesday	616	150	123	343	56
Jun	Wednesday	605	148	121	336	56
Jun	Thursday	484	134	97	253	52
Jun	Friday	495	171	99	225	45

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Jun	Saturday	495	129	99	267	54
Jul	Sunday	484	121	97	267	55
Jul	Monday	484	95	97	292	60
Jul	Tuesday	495	131	99	265	53
Jul	Wednesday	495	105	99	291	59
Jul	Thursday	638	167	128	343	54
Jul	Friday	627	138	125	364	58
Jul	Saturday	616	201	123	292	47
Aug	Sunday	616	232	123	261	42
Aug	Monday	638	141	128	370	58
Aug	Tuesday	627	149	125	353	56
Aug	Wednesday	495	116	99	280	57
Aug	Thursday	484	117	96	270	56
Aug	Friday	484	158	96	229	47
Aug	Saturday	495	219	99	177	36
Sep	Sunday	495	121	99	275	55
Sep	Monday	484	197	97	190	39
Sep	Tuesday	484	118	97	269	56
Sep	Wednesday	616	147	123	346	56
Sep	Thursday	616	154	123	339	55
Sep	Friday	506	119	101	286	56
Sept	Saturday	495	113	99	283	57
Oct	Sunday	616	140	123	353	57
Oct	Monday	506	163	101	242	48
Oct	Tuesday	506	104	101	301	59
Oct	Wednesday	495	115	99	281	57
Oct	Thursday	495	126	99	270	55
Oct	Friday	616	157	123	336	54
Oct	Saturday	616	171	123	322	52
Nov	Sunday	495	98	99	298	60
Nov	Monday	605	150	121	334	55
Nov	Tuesday	616	192	123	301	49
Nov	Wednesday	385	84	77	224	58
Nov	Thursday	363	76	73	215	59
Nov	Friday	374	89	74	210	56
Nov	Saturday	385	167	77	141	37
Dec	Sunday	495	142	99	254	51
Dec	Monday	495	126	99	270	54
Dec	Tuesday	506	125	101	279	55
Dec	Wednesday	627	116	125	386	62
Dec	Thursday	616	110	123	382	62
Dec	Friday	605	110	121	374	62
Dec	Saturday	484	143	97	244	50

A2.5 Day Shift Analysis Average by Day ²⁴¹

Day	Duty Hours	Allocated	Administrative	Unallocated	% Unallocated
Sunday	5907	1673	1181	3052	52
Monday	5973	2234	1195	2545	43
Tuesday	5951	2145	1190	2616	44
Wednesday	5896	2271	1179	2446	41
Thursday	5907	2385	1181	2341	40
Friday	5841	2373	1168	2300	39
Saturday	5819	1810	1164	2846	49

A2.6 Night Shift Analysis Average by Day ²⁴²

Day	Duty Hours	Allocated	Administrative	Unallocated	% Unallocated
Sunday	6446	1604	1289	3553	55
Monday	6424	1461	1285	3678	57
Tuesday	6424	1521	1285	3618	56
Wednesday	6336	1281	1267	3788	60
Thursday	6413	1627	1283	3504	55
Friday	6292	1534	1258	3500	56
Saturday	6336	1800	1267	3269	52

A2.7 Total Hours ²⁴³

Duty Hours	Allocated	Administrative	Unallocated	Percentage Unallocated
85965	25717	17193	43055	50

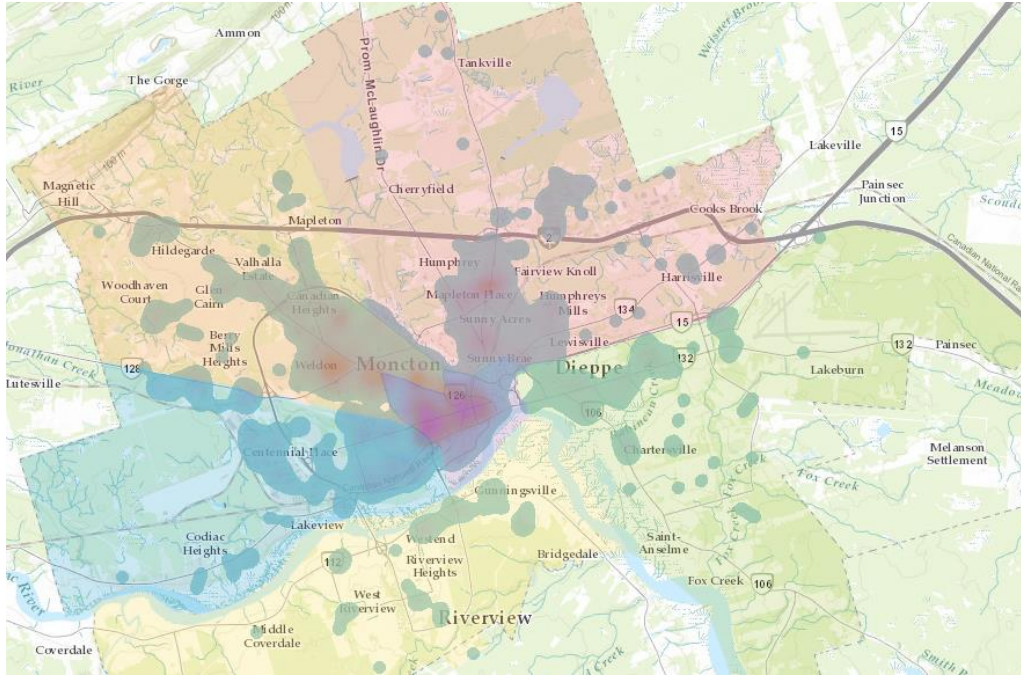
²⁴¹ *perivale+taylor* report AV7

²⁴² *perivale+taylor* report AV9

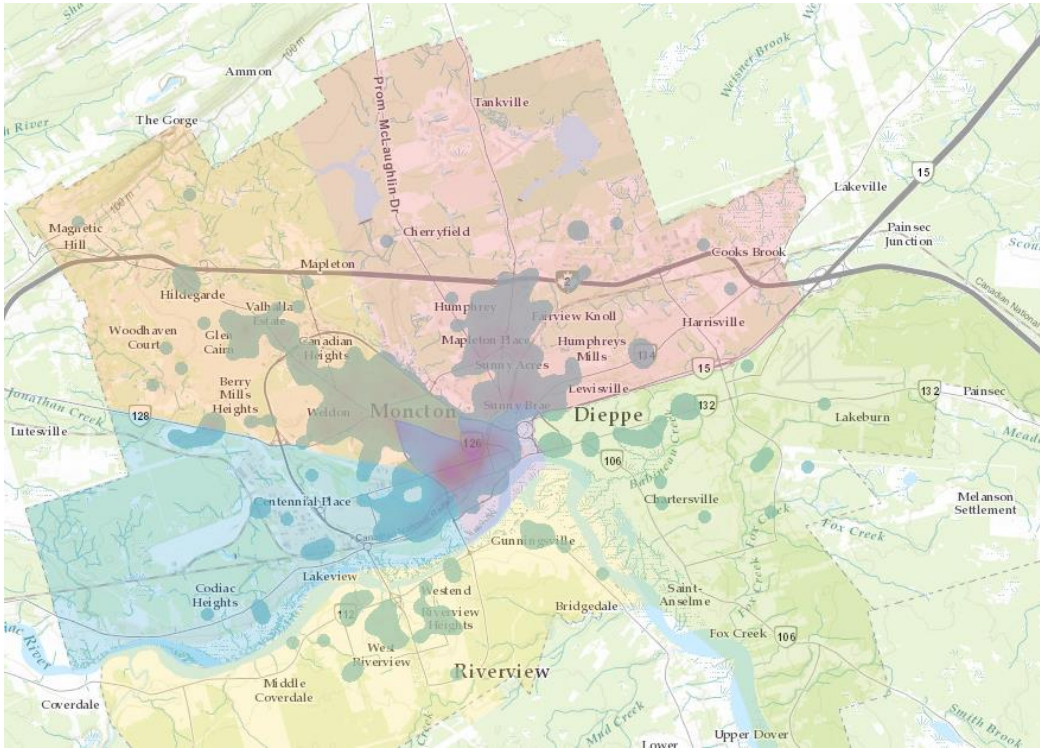
²⁴³ *perivale+taylor* report AV5

A2.4 Crime & Social Disorder Maps

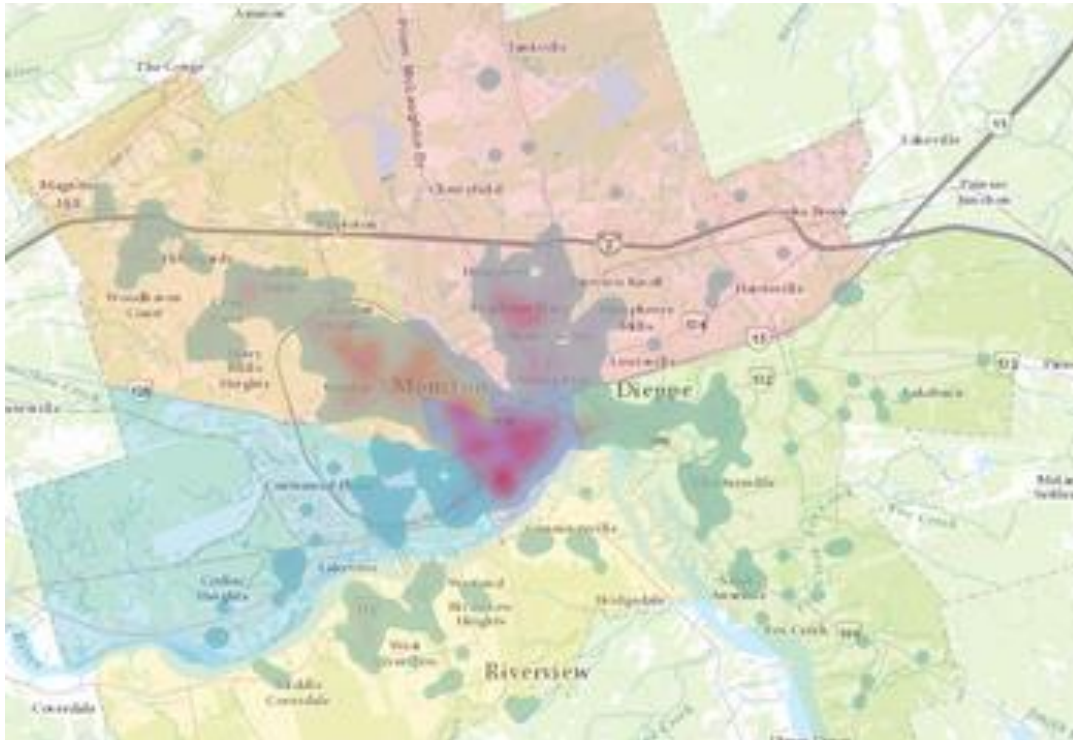
Break & Enter – Day (0600-1800)



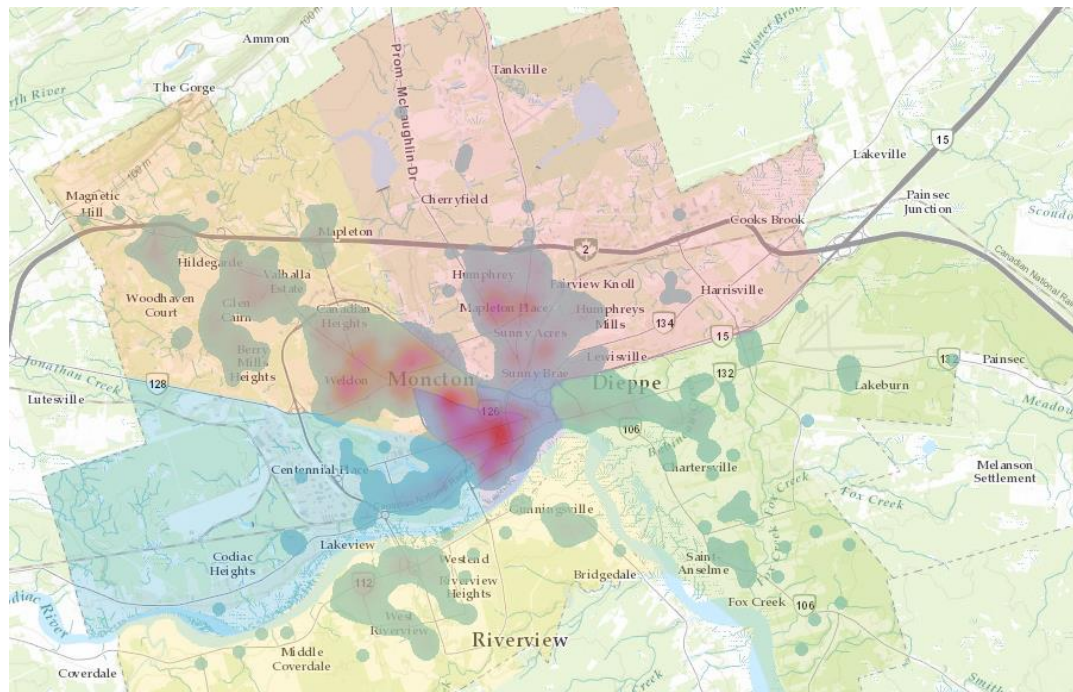
Break & Enter – Night (1800-0600)



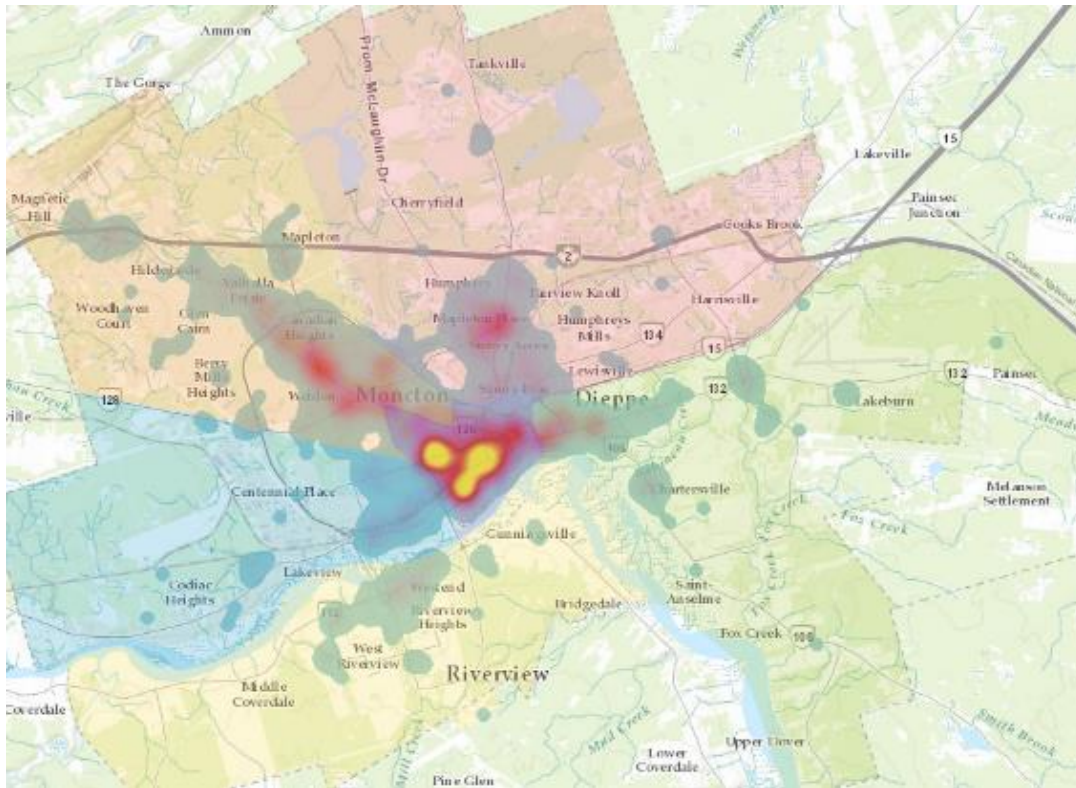
Disturbances – Day (0600-1800)



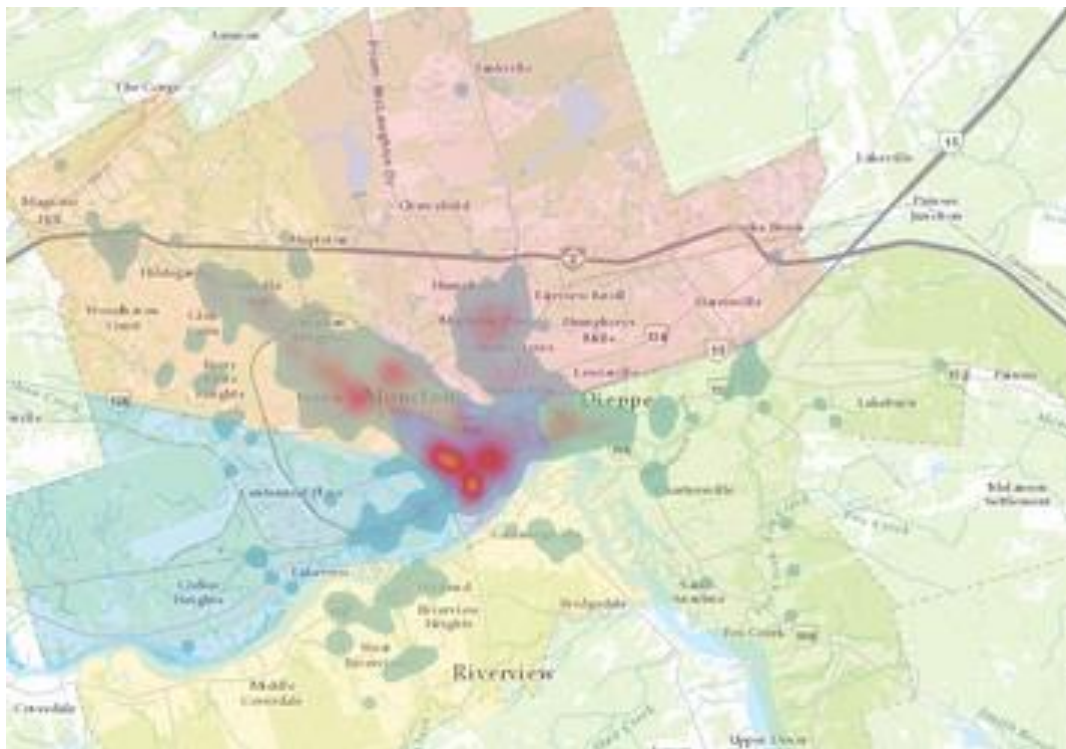
Disturbances – Night (1800-0600)



Unwanted Persons – Day (0600-1800)



Unwanted Persons – Night (1800-0600)



APPENDIX 3.2 CRIME STATISTICS

Ontario – Clearance – Violent – Non-violent Rates ²⁴⁴

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Ontario	59	53	50	51	53	56	60	61	55	56
Clearance	43	44	43	43	43	43	41	40	40	40
Violent	70	62	58	60	65	70	75	75	70	72
Non-V	55	49	47	48	49	51	55	56	50	50
Barrie	57	48	49	51	52	55	62	64	53	58
Clearance	44	49	48	49	50	57	52	58	53	50
Violent	53	47	51	52	59	66	65	80	61	65
Non-V	58	48	49	50	49	51	60	58	51	55
Sudbury	71	67	61	59	67	76	80	82	88	84
Clearance	47	46	43	47	41	41	42	41	40	45
Violent	75	66	64	64	63	77	83	95	112	127
Non-V	70	67	60	57	68	75	76	77	79	69

Alberta: CSI – Clearance – Violent – Non-violent Rates ²⁴⁵

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Alberta	86	85	88	104	106	112	114	120	109	101
Clearance	43	42	42	37	37	36	36	33	34	34
Violent	88	85	87	99	93	99	100	108	110	112
Non-V	85	85	88	106	110	117	118	124	108	97
Red Deer	161	157	169	183	211	223	172	202	172	176
Clearance	26	28	23	22	20	20	24	25	25	23
Violent	147	123	117	146	146	150	115	161	148	176
Non-V	166	169	187	195	233	249	192	216	180	176

²⁴⁴ Statistics Canada Crime severity index and weighted clearance rates, police services in Ontario 1 2 3 4 5. Table: 35-10-0188-01. Release date: 2022-08-02

²⁴⁵ Statistics Canada Crime severity index and weighted clearance rates, police services in Alberta 1 2 3 4 5. Table: 35-10-0190-01. Release date: 2022-08-02

British Columbia: CSI – Clearance – Violent – Non-violent Rates ²⁴⁶

Table 3.2.5 Crime Severity Index 10-year Trend										
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
BC	95	88	90	93	92	87	89	104	97	93
Clearance	30	30	28	28	28	29	28	26	26	25
Violent	91	80	76	82	74	75	75	92	91	95
Non-V	96	90	95	97	98	91	94	109	99	92
Abbotsford	72	72	75	87	85	88	89	80	71	73
Clearance	30	30	29	25	25	23	23	22	25	23
Violent	72	66	70	84	82	85	81	70	80	82
Non-V	72	74	76	88	86	89	92	83	68	69
Surrey	114	110	121	121	111	99	93	104	95	86
Clearance	21	21	20	18	21	21	24	22	23	19
Violent	120	109	103	117	90	82	80	105	93	85
Non-V	111	110	127	122	118	105	98	103	96	86
Coquitlam	71	71	68	70	67	58	54	64	60	58
Clearance	21	21	25	24	20	21	20	20	22	18
Violent	59	53	55	55	47	40	44	52	52	60
Non-V	75	77	72	76	74	64	58	68	62	56
NVan City	73	71	69	73	79	70	71	71	81	78
Clearance	31	29	25	24	24	22	24	22	17	23
Violent	68	46	44	49	41	47	57	52	64	70
Non-V	75	80	78	81	92	78	75	78	87	81
NVan Dist	44	42	41	41	46	41	43	46	41	38
Clearance	24	20	17	16	17	22	16	18	17	15
Violent	33	31	24	27	19	26	32	35	27	28
Non-V	48	46	47	46	56	47	47	50	45	41
Kamloops	103	110	100	98	121	111	100	126	130	135
Clearance	31	25	29	31	33	31	30	25	24	18
Violent	110	96	84	65	94	92	88	120	124	133
Non-V	101	115	105	110	131	117	104	128	132	136

NVan City: City of North Vancouver
 NVan Dist: District of North Vancouver

²⁴⁶ Statistics Canada Crime Severity Index and Weighted Clearance Rates, police services in British Columbia 1 2 3 4 5. Table: 35-10-0063-02. Release date: 2022-08-02

British Columbia – continued

Table 3.2.5 continued Crime Severity Index 10-year Trend										
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Kelowna	118	99	102	112	113	108	118	143	134	142
Clearance	54	51	59	52	62	54	54	43	37	43
Violent	98	68	74	78	66	69.23	53	98	117	124
Non-V	126	111	112	124	129	122	142	159	140	148
Nanaimo	105	103	112	97	106	98	118	143	119	130
Clearance	40	42	36	38	34	36	32	25	26	23
Violent	90	95	85	64	65	77	85	101	101	146
Non-V	111	106	122	109	121	105	130	157	125	124
Victoria	125	101	112	135	117	111	117	130	165	148
Clearance	38	37	36	27	32	31	28	22	20	21
Violent	131	105	109	144	116	117	122	107	151	183
Non-V	123	100	113	132	117	108	115	138	170	136

APPENDIX 3.3.1 Police Innovation and Mental Health Issues

Summary

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.²⁴⁷

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. 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.

Background

The prevalence of police encounters with persons with mental illness (PMIs) in North America ranges from six to 33 percent; with the most commonly cited estimate being that 10% of officer interactions are with PMIs.²⁴⁸ Moreover, PMIs are more likely to interact with the police than the general public;²⁴⁹ those with mental illness were over three times more likely to interact with the police than the general public.²⁵⁰ These encounters commonly occur via street checks, tickets, and complaints indicating that PMIs experience both more proactive and reactive policing.²⁵¹

As a result, PMIs may be more likely to be arrested and charged with an offense than a non-PMIs,²⁵² particularly for less serious offenses.²⁵³

As mental health treatment became less accessible following deinstitutionalization in the 1960s, the criminal legal system became the default response system for PMIs.²⁵⁴ Mental illness is now far more common in correctional settings than in the general public.²⁵⁵ The Bureau of Justice

²⁴⁷ Nilson, 2014

²⁴⁸ Coleman & Cotton, 2010; Cordner, 2006; Livingston, 2016

²⁴⁹ Crocker et al., 2009

²⁵⁰ Hoch et al., 2009

²⁵¹ Crocker et al., 2009

²⁵² Crocker et al., 2009; Fisher et al., 2011; Hoch et al., 2009

²⁵³ Charette et al., 2014; Schulenberg, 2016

²⁵⁴ Pogrebin & Poole, 1987; Morabito, 2007

²⁵⁵ Fazel & Seewald, 2012; Prins, 2014

Statistics reported that 14% of individuals detained in prison and 26% detained in jails reported serious psychological distress. Further, over the course of a year, 37% of individuals detained in prison and 44% detained in jails were diagnosed with a mental illness.²⁵⁶ These findings suggest that those with psychiatric conditions are criminalized at significantly higher rates than individuals without mental illness. The first point of contact with the criminal legal system is typically via police officers.²⁵⁷

The importance and value of collaborative intervention was identified by the Canadian Association of Chiefs of Police (CACCP) through its *Institute for Strategic International Studies*.²⁵⁸ The CACCP'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.²⁵⁹

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.²⁶⁰

Examples

The most famous 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.²⁶¹ The City funds CAHOOTS through the Eugene

²⁵⁶ Bronson & Berzofsky, 2017

²⁵⁷ Todd & Chauban, 2020

²⁵⁸ ISIS, 2008; ISIS, 2009

²⁵⁹ ISIS, 2009

²⁶⁰ Nilson, 2014

²⁶¹ Found at [CASE STUDY: CAHOOTS | Vera Institute](#)

Police Department and currently is \$835,656.²⁶² The current contract ends in June 2023 and has been extended for a year.

CAHOOTS two-person teams are staffed by a medic (nurse or EMT) and crisis personnel working in collaboration with the White Bird Clinic. 911 call-takers in Eugene use the same channel to dispatch CAHOOTS and the police department, both of whom use the same radios. Program workers utilize police radios to divert calls directly from police, initiate their own interactions with persons in crisis, or respond to first responders at a scene to assist in service. Conversely, other first responders can call CAHOOTS workers to the scene of a call and then remove themselves from the scene to leave the incident response to the CAHOOTS team.

Over the last several years, the demand for CAHOOTS services has increased significantly from 9,646 calls for service in 2014 to over 18,000 calls in 2019.²⁶³ Furthermore, CAHOOTS diversion rates are between approximately 5% to 8% of EPD Calls For Service, and CAHOOTS calls for backup from EPD happened in only 311 instances in 2019.²⁶⁴ The CAHOOTS program is the most widely-cited alternative community responder model and is often publicized as *the* model program for non-law enforcement leading 911 response.

In the UK, nationally, the local authorities (the county or combined municipal authorities) are mandated to formulate and implement a strategy to reduce crime and disorder. The statutory requirement directs local authorities to work with other bodies²⁶⁵ (including every police authority, probation authority, strategic health authority, social landlords, the voluntary sector, and local residents and businesses) to form a *Crime and Disorder Reduction Partnership* (CDRP) to deliver such strategies. The Home Office, the central government ministry responsible for policing, requires the various authorities to establish partnerships to address community safety issues.²⁶⁶

²⁶² Contract between the City of Eugene and White Bird Clinic 2019 to June 2023

²⁶³ CAHOOTS, Eugene Police Department; White Bird Clinic. (n.d.). [CAHOOTS: Crisis assistance helping out on the streets](#)

²⁶⁴ CAHOOTS Program Analysis (Aug. 21, 2020)

²⁶⁵ *Crime and Disorder Act 1998*; and the May 2021 *Policy Paper on the Police, Crime, Sentencing and Courts Bill 2021*

²⁶⁶ BBC reporting: letter from Commissioner of Metropolitan Police, UK, to local authorities, *Metropolitan Police: Move to attend fewer mental health calls sparks alarm*, 29 May, 2023

Canadian examples

The following is a select group of examples from across the country.

The Codiac mobile crisis unit is designed to keep people with mental health problems out of emergency rooms. The unit is a collaboration between the *Vitalité and Horizon* health networks and the RCMP. The unit offers services seven days a week from noon until 10 pm. The team offers support to children, youth, adults and people dealing with addiction or mental health problems. The objective in having a social worker assigned to work with the RCMP is to reduce the hours officers spend in an emergency room with clients and to offer outreach for people who have not sought services. Dispatch connects the RCMP and the social worker and all calls are partnered until resolved. Of all the interventions with the RCMP, 83% of those calls were resolved in the community.²⁶⁷

St. John

The program has dedicated crisis clinicians who work with patrol officers in responding to calls that involve some sort of mental health element.²⁶⁸

Halifax

The Mental Health Mobile Crisis Team is a partnership of the Nova Scotia Health Authority, the Halifax Regional Police, and the IWK Health Centre.²⁶⁹ The crisis team includes mental health professionals and police officers, and helps children, youth, and adults manage a mental health crisis.

Cape Breton

In partnership with the Cape Breton District Health Authority (CBDHA), the Cape Breton Regional Police (CBRPS) has one officer dedicated as a Mental Health Liaison Officer to provide training and education, and to facilitate a collaborative approach to addressing the needs of those with mental illness.²⁷⁰

Newfoundland

The Newfoundland and Labrador Government joined with the Royal Canadian Mounted Police to establish more mobile crisis response teams throughout the province. Mobile crisis response

²⁶⁷ CBC news report

²⁶⁸ News report August 2021

²⁶⁹ The IWK Health Centre is a major pediatric hospital and trauma centre in Halifax, Nova Scotia that provides care to maritime youth, children and women from Nova Scotia, New Brunswick and Prince Edward Island

²⁷⁰ perivale+taylor 2020

teams include a mental health care worker, such as a social worker or registered nurse, and a police officer, working together to respond to people in crisis.²⁷¹

Toronto

In June, 2020, Toronto City Council unanimously approved four community safety and crisis support service pilots that will test a new, non-police led approach to non-emergency, non-violent calls, including those involving persons in crisis and for wellness checks.²⁷²

Mobile Crisis Intervention Teams are collaborative partnerships between participating Toronto area hospitals and the Toronto Police Service. The program partners a mental health nurse and a specially trained police officer to respond to situations involving individuals experiencing a mental health crisis.²⁷³

Hamilton

The Hamilton Police Service's (HPS) Crisis Outreach and Support Team, or COAST, is a mobile unit staffed by a mental health professional and a plain-clothed police officer that provides short-term mental health support to individuals experiencing a crisis. These co-responders attend crisis calls and perform on scene assessments to ensure that if an individual does require assistance, or requires treatment, they can be taken to a hospital or another location where they can receive the required support.²⁷⁴

The Social Navigator Program (SNP), also in Hamilton, supports individuals struggling with mental illness or mental health problems. This program is a primary crime prevention strategy involving police and paramedics as social navigators: their role is focused on helping the homeless find shelter, providing individuals with references to supports for mental illness and drug addiction services, as well as the provision of food and water.²⁷⁵

New Westminster

New Westminster Police Department created a dedicated mental health intervention function. The mental health officers provide real-time support to frontline officers responding to in-progress crisis related calls. After police contacts, the mental health officers coordinate community resources to follow-up with citizens in need. The officers' ongoing caseloads consist of residents

²⁷¹ RCMP website

²⁷² [Changes to Policing in Toronto](#). City Council Decision. City of Toronto. June 29 and June 30, 2020; [City Council unanimously approves community safety and crisis response pilots](#). February 2, 2021.

²⁷³ TPS website September 2021

²⁷⁴ Semple et al., 2020

²⁷⁵ Wiesner, 2021

in New Westminster who have severe mental illness and generate excessive or high-risk police contacts.²⁷⁶

Vancouver

The Health and Addictions Response Team (HART) is a new in-house, mobile frontline wellness service which will enable residents and businesses to call 311 to dispatch specialized teams to compassionately assist those in difficulty.

Background:

- The Vancouver Police Department currently receives approximately 700 calls for service every day, the vast majority of which are not related to criminal offences
- The Vancouver Fire and Rescue Service is the busiest fire department in Canada, with increased call volumes attributable to the poisoned drug crisis
- Response teams exist in other cities across the U.S. – including the CAHOOTS program in Eugene, Oregon – and have been shown to save lives and dramatically reduce costs

How HART works:

- Members of the public will call 311 to report non-emergency interactions with those in difficulty
- HART team members will be dispatched to provide immediate counselling and direct assistance
- HART will connect people to social, housing, health, and drug treatment services
- HART team members will be unarmed and will de-escalate situations and provide care using a culturally-informed, gender-informed, and trauma-informed approach
- HART team will work with existing community peer programs to build trust and connect those in need with existing provincial and non-profit support programs
- Existing 911 services will only be called by the HART team when absolutely necessary
- Initial team of 25 members, equipment and support will be funded with \$5 million in the 2023 budget, from the existing overdose crisis contingency reserve fund established in 2017

The Vancouver Police has partnered with mental health professionals to provide assessments and intervention for people living with mental illness since 1978. Specially-trained officers in plainclothes team up with psychiatric nurses seven days a week and respond to requests from patrol officers and Assertive Outreach Team members for mental health assistance. They determine the most appropriate action in each case, which can include immediate referrals for community-based mental health services or emergency intervention.²⁷⁷

²⁷⁶ *perivale+taylor* 2021

²⁷⁷ Vancouver Police

In 2011, the Vancouver Police Board and the Boards of Vancouver Coastal Health and Providence Health Care came together and created Project Link to address existing issues related to people living with mental health conditions, and improve health services and criminal justice system outcomes. The goal was to move from a crisis response model to community-based case management, and prevent individual crises from happening in the first place. This collaborative approach includes sharing information and coordinating efforts, which results in evidence-based decision making at a strategic level. This helps clients receive the best care possible from healthcare and public safety supports where necessary.²⁷⁸

Edmonton

The City of Edmonton is exploring the concept of an integrated call evaluation and dispatch system or centre that will meet the needs of the Edmonton Police Service, City of Edmonton Fire Rescue, City of Edmonton Community Standards Branch, and Alberta Health Services, and provide a coordinated response to mental health issues in the community. There are 14 community agencies which participate in community well-being. Other potential partners will be explored through the business case development. The concept is for initial triage in the system which would allocate incidents to the appropriate agency.²⁷⁹

Alberta

PACT (Police and Crisis Team) is a partnership between Alberta Health Services and the police services (Edmonton, Calgary, Red Deer) that responds to situations involving individuals experiencing a mental health, addictions, or psycho-social crisis. PACT offers mental health assessment, support, and/or consultation in crisis situations from AHS and CPS and is able to arrange urgent psychiatry assessments and referrals as needed.²⁸⁰ The PACT concept is used in a number of Canadian police agencies, including Saskatoon and Regina.

²⁷⁸ Vancouver Police

²⁷⁹ *perivale+taylor*, Edmonton 2021

²⁸⁰ Alberta Health Services September 2021

APPENDIX 3.3.2 Homelessness Background

The intersectionality and interplay amongst individual vulnerabilities and relational variables; health, social, economic, political, and other systems, and their processes; and structural factors such as discrimination, poverty, and colonialism produce different pathways into and out of homelessness.

The creation of a shared conception and reliable instruments to measurement provide advocates, researchers, and policy makers with some of the necessary information to advise prevention policy and responsive practices. The findings in literature highlight that the provision of basic human needs (i.e., food, shelter, clothing) prioritized along with health and social supports is a necessary first step to move towards inclusive policy and practice.

Equally recognizable is that the further *upstream* one is from a negative health outcome, the likelier it is that any single intervention will be effective.²⁸¹ Prevention academics are in agreement that a combination of prevention levels is required to achieve any meaningful degree of change.

It is estimated that, at minimum, approximately 35,000 Canadians experience homelessness on any given night, and at least 235,000 Canadians are homeless in any given year.²⁸² Of that number, it is estimated that 180,000 are using emergency shelters (including women's shelters), 50,000 are being housed temporarily in other types of non-profit organizations, such as hospitals or by family or acquaintances, and 5,000 are sleeping outside. As of 2016, 24.4% of shelter users were older adults, aged 50 to 64, and seniors (65+), 27.3% were women, and 18.7% youth (18.7%).²⁸³ While the indigenous population comprises 4.3% of the Canadian population, indigenous populations are overrepresented within shelters comprising an alarming 28-34% of the population.²⁸⁴ Individuals identifying as lesbian, gay, bisexual, transgender, queer or 2-spirited are also disproportionately represented among the homeless population in Canada.²⁸⁵

The current recession brought on by the COVID-19 pandemic may contribute significantly to rising homelessness across Canada, the significance of which will not be truly evident for five years.²⁸⁶

²⁸¹ Institute for Work & Health, 2015

²⁸² COH, 2016

²⁸³ Gaetz et. al., 2016

²⁸⁴ Gaetz et. al., 2016

²⁸⁵ Abramovich, 2016; Gaetz et al., 2016

²⁸⁶ Falvo, 2010

Homelessness is bi-directional – it is both a *product of* and a *path towards* many other social determinants of health and wellbeing including mental health and substance abuse, inequitable income distribution, unemployment, food insecurity, and social exclusion. The correlation and interplay between individual vulnerabilities; health, social, justice and other systems; and structural-level factors such as poverty and discrimination provide challenges associated with policy and evidence-based practice prevention.

Historically, individuals experiencing homelessness in Canada were older, single, often transient men,²⁸⁷ some of whom had alcohol problems.²⁸⁸ The homelessness crisis we see today is much more diverse in terms of composition, and much more severe in terms of health and social condition.²⁸⁹

Homelessness affects many Canadians, though some population groups are more at risk of becoming homeless than others, including single adult men, people dealing with mental health issues or addictions, women with children fleeing violence, and Indigenous people.²⁹⁰

²⁸⁷ Gaetz et al., 2016; Hulchanski, 2010; Rossi, 1989

²⁸⁸ Rossi, 1989

²⁸⁹ Gaetz et. al., 2016; Fazel, Geddes, & Kushel, 2014

²⁹⁰ Rech, 2019

APPENDIX 3.3.3 Examples of Alternate Service Providers Canada and the UK

RCMP Community Constables

Community Constables are armed, uniformed peace officers who serve in home communities. The mandate is to engage communities in crime prevention and reduction activities and support the work of regular constables in their daily duties if required. The training comprises 23 weeks at the RCMP Academy in Regina.²⁹¹ This option was examined by Codiac, but it was determined to deploy Community Safety Officers (above) as the process to Community Constables appeared to be complex and time consuming.²⁹²

Winnipeg Police Service

Auxiliary Force Cadets are civilians with peace officers' status that work throughout the city to enhance the Service's visual presence, build positive relationships in the community, and allow police members to focus on core police duties. A Cadet's daily activities vary and include: conducting neighbourhood foot patrols, guarding crime scenes, directing traffic, assisting in ground searches, enforcing provincial statutes and municipal by-laws, referring citizens to assisting agencies²⁹³

Vancouver Police

The VPD employs Special Municipal Constables as Jail Guards, Traffic Authority, and Community Safety Officers, trained to work in all three positions, starting as an auxiliary employee. These positions provide relevant work experience for people pursuing a policing career. Community Safety Personnel assist regular patrol officers with various lower-risk tasks, such as picking up statements, outside perimeter security at police incidents, transporting and tagging property, and providing support at major events and emergencies.²⁹⁴

United Kingdom

Police community support officers (PCSOs) were introduced into the UK policing in 2002. In the Metropolitan Police, the goal was to provide London with an increased visible police presence and to work alongside regular police officers in reducing crime. The PCSOs are on the streets, talking to people, supporting officers in reducing crime, and building relationships with residents.²⁹⁵ The Metropolitan Police has 1185 (3.5%) PCSOs compared to 34,341 police officers,²⁹⁶ and the ratio is 6.8% nationwide.

²⁹¹ www.rcmp-grc.gc.ca/en/community-constables

²⁹² RCMP

²⁹³ winnipeg.ca/police/policerecruiting/cadets.stm

²⁹⁴ VPD website

²⁹⁵ [Profdev.college.police.uk/professional-profile/police-community-support-officer-pcso/](http://profdev.college.police.uk/professional-profile/police-community-support-officer-pcso/)

²⁹⁶ www.met.police.uk/police-forces/metropolitan-police/areas/about-us/about-the-met/structure/

APPENDIX 5.1 Modern Police Agency – Research

Research reveals that significant information-based policing strategies began to emerge in the 1990s and have been predominant during the 21st Century. These strategies include evidence-based policing, intelligence-led policing, and predictive policing, all of which comprise and give credence to a fourth era of policing, coined the *Information Era*.²⁹⁷

Alongside the concern about the economics of policing, is the stated need to improve the process of policing intelligence and information flows. Amidst increasing demands for police departments to demonstrate *value for money*, the development of intelligence-led policing ILP has been viewed as a means to create economic efficiencies. There is no standard definition of intelligence-led policing and no one approach, or framework to intelligence-led policing in the literature.²⁹⁸

There is still a lack of clarity among many in policing as to *what intelligence-led policing is, what it aims to achieve, and how it is supposed to operate*. Conceptually, intelligence-led policing (ILP) reorganizes policing around the continual collection and analysis of data and intelligence to create *intelligence products* that can inform and influence decision makers, to impact the criminal environment. The data collection *relies on a range of information sources both within and external to the police service*.²⁹⁹

At its core, evidence-based policing (EBP) rests on one central principle: police decision-making should be based on objective knowledge, specifically, scientific evidence about ‘*what works*’ (Sherman, 1998). In academia, EBP has become a commonly used term to describe policing practices guided by research evidence demonstrating their effectiveness, and yet, what is either effective or efficient in Canadian policing remains largely unknown, because of chronic underfunding and underdevelopment of policing research.³⁰⁰ The *Canadian Society of Evidence-Based Policing (CAN-SEBP)* was formed in April 2015, to foster the creation and mobilization of quality research to make evidence-based approaches a cornerstone of policing in Canada.

Public organizations have been under increasing pressure to review and rationalize the utilization of their resources to achieve greater efficiencies and increase the quality-of-service delivery.³⁰¹

²⁹⁷ Hooper, 2014

²⁹⁸ Baker, 2009; Carter, 2004; Cope, 2004; Maguire, 2000; McGarrell et al., 2007; Peterson, 1997, 2005; Ratcliffe, 2003, 2008

²⁹⁹ Jerry H. Ratcliffe, “Intelligence-Led Policing,” Australian Institute of Criminology, Trends & Issues in Crime and Criminal Justice, no. 248 (April 2003): 3

³⁰⁰ CCA, 2014; House Committee 2014; Griffiths 2014; Huey, 2017

³⁰¹ Leuprecht, 2013

Transformational changes in policing are often taking place in times of economic insecurity and driven by economic restructuring, as policymakers and the public question the nature of government interventions, definitions of public safety, and the role of the police in maintaining social order and ensuring public safety.³⁰² Even where there is a robust evidence-base for change, the implementation of change can be problematic. Police reforms have the potential to impair performance if the reforms are mismanaged or under-resourced.³⁰³

There has been a significant evolution in both the nature and complexity of policing, causing growing concern about the drift away from what is termed *core policing*. The community-oriented policing model (COP) is credited with broadening the police function beyond its original and singular law enforcement focus. However, the change in policing and police service can also be attributed to a variety of other factors including changing legislative and judicial frameworks.³⁰⁴

Early 21st century core policing has been characterized as *quality of life policing*, as the majority of police responses to calls for service are non-criminal *social* calls for service.³⁰⁵ An examination of the role of police and the amount of time taken on tasks they perform to determine that crime comprises only 20% of the police workload with much of the remaining 80% addressing public safety concerns.³⁰⁶ Police in Canada responded to 13.5 million calls in 2018/2019, 6% more than the previous year.³⁰⁷ It has been estimated that 50% to 80% of these calls were non-criminal in nature and comprised incidents such as *alarms, disturbances, domestic disputes, traffic accidents, sick or injured persons, overdoses, and mental health-related calls*.³⁰⁸ These types of calls can have a notable impact on police workload and resources and are not measured or reflected in annual police-reported crime statistics as they are not *criminal incidents*.³⁰⁹

³⁰² Kempa, 2014

³⁰³ den Heyer & Mendel (2018) Duxbury, Bennell, Halinski, & Murphy, 2017; Lum et al., 2012; Telep & Lum, 2014

³⁰⁴ Bent, 2018

³⁰⁵ Griffiths, Murphy and Tatz 2016

³⁰⁶ Wuschke et al. 2018

³⁰⁷ Police resources in Canada, 2019. Statistics Canada. Data from Statistics Canada's Police Administration Survey (PAS) provides insight into Canada's police personnel and expenditures, and since 1962, has been the source for information on police administration for the policing community, governing bodies and policy makers, and the general public. Tracking police strength and composition over time through the PAS helps Canada monitor the changing trends in human resources, the cost-drivers for policing and the increasing demands on police services as they promote and protect public safety. Data collected on police resources will serve as indicators within the Canadian Police Performance Metrics Framework (CPPMF) (Mazowita and Rotenberg 2019).

³⁰⁸ Mazowita and Rotenberg 2019

³⁰⁹ Statistics Canada has been working with the policing community and other partners to build a national program to collect detailed information on calls for service in order to help understand the impact calls for service have on police forces and to monitor emerging social issues, for example increased uses of harmful drugs.

*A true understanding of what the police do and what public expectations are is essential before implementing reform measures.*³¹⁰

Police organizations are typically in a constant state of reform, and while certain features, such as uniformed patrol and reactive investigation remain *core functions*, other attributes may be added, removed, or altered, and even *core functions* can be differently organized:

*organizations retrench or grow, acquire new technologies, connect with new partners, cycle through priorities, remove old leaders and get new ones, redesign organizational charts and hierarchies, outsource or disregard certain tasks while expanding into novel spheres of activity*³¹¹

The availability of resources for proactive policing and social development approaches to crime prevention appear to be less of a priority than those of traditional policing approaches in times of austerity. A survey of law enforcement found that that crime prevention was seen as a core policing function by Canadian police service members, yet paradoxically, it was also the first core policing function to be suspended in times of budgetary constraints.³¹²

A search for *core policing* in all current federal, provincial, and territorial statute and regulations,³¹³ found a singular instance whereby the scope of core policing was explicitly defined. Section 4(2) Ontario's *Police Services Act, R.S.O. 1990, c. P. 15*³¹⁴ reads

Core Values

Adequate and effective police services must include, at a minimum, all of the following police services:

- 1. Crime prevention.*
- 2. Law enforcement.*
- 3. Assistance to victims of crime.*
- 4. Public order maintenance.*
- 5. Emergency response. 1997, c. 8, s. 3.*

³¹⁰ Bent, 2018

³¹¹ Giacomantonio, 2015

³¹² Caputo and Vallee, 2010

³¹³ A search for existing acts and regulations using CanLII, The Canadian Legal Information Institute database, however did not search any *proposed* legislation explicitly defining the scope of core policing functions.

³¹⁴ Note: This Act is repealed on a day yet to be named by proclamation of the Lieutenant Governor. (See: 2018, c. 3, Sched. 1, s. 212). Bill 175, Safer Ontario Act, 2017 received royal assent on March 08, 2018. Bill 175 repeals and replaces Ontario's Police Services Act, 1990, amends the Coroners Act, 1990, and created, for the first time, a Missing Persons Act and a Forensic Laboratories Act. In addition, two new acts are created to enhance police oversight in Ontario, including the Policing Oversight Act, and the Ontario Policing Discipline Tribunal Act. This represents the largest policing transformation in a generation. Many of the proposed changes come from the 2017 Independent Police Oversight Review by Appeal Court Justice Michael Tulloch.

Academic policing literature is just beginning to focus on identifying core policing duties and placing operational priorities on those tasks. It is suggested that the Province of Québec has perhaps best articulated the basic duties of police based on population size of municipalities, and the roles and responsibilities of the Sûreté de Québec. Quebec is a model of the balance struck by reform and legislative renewal. Quebec's *Police Act*, CQLR c P-13.1 includes a legislative framework for the organization of professional training of law enforcement in the province, and details the scope of policing under the *Act* in both sections 48 and Schedule G.³¹⁵

³¹⁵ Brantingham et. al. 2017; Leuprecht, 2014

APPENDIX 5.3 Right Sizing – Research

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. Instead, recommendations are often based upon underlying and unproven declarations. Making any firm conclusions has proven difficult amid this evolving landscape, and literature base.³¹⁶

Two of the most important considerations for police leadership is agency size and agency structure,³¹⁷ yet, there is a lack of robust casual relationships between force size, structure, and performance.³¹⁸

The question of police organizational size was taken up in a Canadian context in studying the impacts of amalgamation on police services in the Halifax Regional Municipality.³¹⁹ In 1996, the Nova Scotia government amalgamated the Town of Bedford, the cities of Dartmouth and Halifax and the Halifax County to create the Halifax Regional Municipality. The consolidation of the Halifax Regional Municipality was implemented as a cost saving measure and to reduce the competition between municipalities for economic development.³²⁰ The new municipality implemented three different tax rates -- urban, suburban, and rural – corresponding to different levels of service. Citizens did not have a favourable assessment of the HRM amalgamation decision, nor the performance of their Council, citing that they did not see the geographical, social, and economic diversity of the HRM region as a strength, and did not think municipal services had improved.³²¹

Literature notes insufficient evidence on the assessment of costs/benefit analysis, or more robust statistical evidence presented in support of mergers, or conversely, non-support of mergers.³²² Instead, recommendations for merging police agencies are usually based on three underlying *and little-examined* assertions versus an evidence base:³²³

³¹⁶ Mendel, Fyfe, and den Heyer, 2017

³¹⁷ Wood, 2007

³¹⁸ Mendel, Fyfe; den Heyer 2017

³¹⁹ McDavid, 2002

³²⁰ Sancton, 2005

³²¹ The 1999 Halifax Regional Municipality Citizen Survey. Amalgamation Perspectives: Citizen Responses to Municipal Consolidation, December 5, 2022 by [City of Dartmouth](#)

³²² Loveday, 2008:139

³²³ Mendel, Fyfe, and den Heyer, 2017 (adapted from Ostrom, Parks, & Whitaker, 1973: 423)

- specialization and professionalization are necessary requisites for effective urban law enforcement
- large sized agencies are necessary for specialization and professionalization
- large-scale police agencies are thought to be more efficient in that they are able to produce the same or higher levels of output at lower costs than small sized departments

Police work is a local activity, *intimate to the communities they serve*³²⁴ and while possibly not politicized in the traditional sense, often political in application and outcomes.³²⁵ Police forces may vary quite considerably between jurisdictions not only in their size, structure, performance, and technical sophistication, but also, and importantly, in their guiding principles, organizational histories, and institutional cultures.³²⁶

Thus, police forces similarly organized or geographically proximal cannot necessarily be integrated, or networked, with one another without some significant struggle over whose conception of police work will remain dominant in operational decision making. Regionalized police services weaken community involvement in policing and further distances the setting of police goals from the local level. In their study of measures to assess the efficiency,³²⁷ effectiveness, and equity in the economics of police service. Police serving a particular jurisdiction would best serve in knowing estimates of demand for their services from:

- the size of the population at risk of offending or being victimized
- the risks economically
- the risks from presence or absence of other governmental services
- the planned growth and projected change to their community
- the public view of police services in their community, and especially the views of persons who have had contact with the police ³²⁸

The most significant barrier to regionalization was the tension between political actors in the have- and have-not policing jurisdictions, that decisions about police amalgamations and regionalization are ultimately a reflection of political versus administrative alternatives.³²⁹

From an economic perspective, regionalization is argued to be the most cost-effective and efficient way of doing business. At the local level, municipal police forces have joined together with other municipalities and rural areas to create a regional police service. In other cases, a number of police agencies are sharing facilities or specialist services with other jurisdictions.

³²⁴ Johnstone, 2017; Sherman et al., 1997

³²⁵ Manning, 2010; Wood, 2007

³²⁶ Giacomantonio, 2015

³²⁷ Johnstone, 2018

³²⁸ Brantingham et al., 2017

³²⁹ Wood, 2007

Regionalization³³⁰ has been a feature of Canadian policing for over thirty years. The RCMP significantly changed its service delivery model through regionalization with the aim of *ensuring a closer relationship between operational and institutional responsibility, improved accountability, and a more streamlined administration*. Yet, Public Safety Canada and the RCMP have confirmed that there are systemic sustainability challenges impacting the whole of the RCMP.³³¹ The benefits of a provincial force model which enables a force to realize economy of scale in areas such as dispatch and specialized units, becomes very cost competitive when compared to stand alone municipal forces, and enabling elevated levels of service.³³²

Recent studies on the *elasticity* of crime to the size of police agencies finds, a 1% increase in Canadian police staffing is associated empirically with reductions of 0.93% in homicides, 0.44% in property crimes, 0.63% in burglaries, and 1.37% in vehicle thefts.³³³ Previous findings echo these results showing that the most credible estimates of the elasticity of crime to the size of police agencies falls in the range of -0.9 to -1.3 for violent crime, and -0.3 and -0.8 for property crime.³³⁴ While empirical research has found that adding police does not universally decrease crime, it does not mean that reducing the size of the police agency will be without consequence in all instances.³³⁵ In studying the effect of police layoffs on crime, it was found that the overall crime and violent crime increases become progressively more pronounced each year following the police layoffs.³³⁶

Police agencies also must be retrained, reorganized, and have capacity to carry out new policing missions. New scholarship over the past few years points to emerging difficulties that police agencies face in recruiting³³⁷ and retaining³³⁸ sworn police personnel. Civilian police could offer substantial assistance toward *security sector integration* measures by helping bring together opposing parties in order to *right-size* policing. *Right-sizing* and the re-shaping of the police workforce must then consider both what is the optimal size for a police force and what is the most efficient and effective mix of personnel to enable the force to achieve its objectives.³³⁹

³³⁰ Three main types of regional police forces. Those that are operated by regional municipalities in the provinces of Ontario and Quebec; those shared by two independent municipalities, such as the Kennebecasis Regional Police Force; and those that are operated by a single municipality but contracted to serve other municipalities, like the Victoria Police Department and Thunder Bay Police Service.

³³¹ Contract Policing. Public Safety Canada. 2020

³³² Leuprecht, 2014

³³³ Demers, 2019

³³⁴ Masera, 2021: 5

³³⁵ Payne, 2017

³³⁶ Piza & Chillar, 2021

³³⁷ Linos and Riesch, 2020; Dazio et al., 2021

³³⁸ Mourtgos et al., 2022

³³⁹ den Heyer

Appendix 5.3.2 Policing and Public Safety Support Functions

Director, Strategic Planning and Policing Support Services

The Director reports directly to the Officer in Charge (OIC), Codiac RCMP and the City Manager, City of Moncton, and is responsible for managing all municipal employees working within the Codiac RCMP.

- provide research, monitoring, analytical analysis, and other duties within the Codiac RCMP
- review, update and report on departmental administrative and operational systems and procedures
- responsible for managing the day-to-day operations associated with the OIC, Codiac RCMP including consolidating human resource functions and overseeing communications
- responsible for the Municipal portion of the CRPA budget and provide input on the RCMP side of the CRPA budget

A member of the Codiac Senior Management Team and thus required to create and maintain effective working relationships with 'J' Division, senior management, and municipal employees to enable efficient and effective operations while reporting to the OIC on such things as progress, performance, compliance, and completion.

Community Relations Officer

The CRO reports directly to the Director of Strategic Planning and Police Support Services and is the first point of contact for anything related to media and public relations. The position will work closely with all Codiac RCMP units and the 'J' Division Communication Unit to develop and deliver strategies, communications products, initiatives, and programs that support organizational priorities and objectives.

The following job descriptions directly provide and/or support for policing and public safety services.

Operations Communication Centre (OCC)

OCC Manager

This position is responsible for the overall management of the OCC/PSAP to include the 911 Center, Fire Dispatch and Police Dispatch, Alternate Dispatch Site facilities, equipment, and technical operations.

The incumbent will perform administrative and managerial work overseeing the daily operational needs of the PSAP Centre. This position manages and supports the PSAP which includes; supervising employees, determining proper staffing levels, coordinating with various user agencies and developing and implementing operating procedures. The supervisor is tasked with supervising personnel engaged in answering and responding to 911 phone calls and dispatching Police and Fire Services. The incumbent makes independent decisions on work problems and interpretation of rules and regulations, consulting with superiors on difficult decisions for interpretation and resolution.

OCC Assistant Manager

Reporting to the OCC / 911 Manager, the incumbent will assist in the overall management of the OCC/PSAP which includes the 911 Center, Fire Dispatch and Police Dispatch, Alternate Dispatch Site facilities, equipment, and technical operations. This position manages and supports the OCC / 911 Centre which includes; supervising employees, determining proper staffing levels, coordinating with various user agencies and developing and implementing operating procedures. The incumbent will assist with the leadership, management, and development of employees in the Codioc 911/ OCC. This position will include a focus on helping manage the day-to-day operations of the unit and assist with the ongoing operations, tracking and management of each OCC / 911 service. The incumbent will work closely with J Division, Provincial 911 Public Safety Answering Point representatives, technology service providers and representatives from Public Safety, Ambulance, DFO, Fire and other stakeholders. The ability to multi-task with an attention to detail is essential. The incumbent makes independent decisions on work problems and interpretation of rules and regulations, consulting with superiors on difficult decisions for interpretation and resolution.

Team Lead

Operating under the direction of the manager of the Operational Communication Center (OCC), the team leader acts as a front line supervisor with a hands-on supervisory role where they coach, direct and supervise over their subordinates. Team Leaders ensure the standards of operation are being met by monitoring the daily performance of all operators. The team leader is also responsible to oversee the daily operations of the Centre. Duties include supervising call takers, police and fire dispatchers, answering any questions and concerns from employees, outside agencies, and the public, and having constant interaction with police, fire, and ambulance agencies. In addition, the team leader must be proficient in all aspects of call taking, police and fire dispatching in case they are required to assist during extreme emergency situation.

OCC / 011 Operator Call Takers

The duties of the call takers include addressing all incoming phone calls from the public and other outside agencies and determining whether the call is an emergency that would require police / fire or ambulance assistance or a non-emergency situation in which the Client could be redirected to where their needs could be further met. As a call taker or dispatcher, analytical thinking is a must and one must be ready at all times for the unexpected.

Police Dispatcher

The main responsibility of the Police Dispatcher is to dispatch Police units in response to incidents created by the call takers. On occasion RCMP, ambulance and/or fire personnel will have the police dispatcher create self-generated incidents. He or she will provide those Police units with accurate information to respond in a timely manner.

Community Policing Functions

Community Policing Manager

Designs and implements community-based programs, proactive initiatives and strategies that contribute to the core police role of reassurance policing, prevention and reduction of crime through education, early intervention, and sustainable community engagement. The incumbent works with the Codiac Community Policing Unit and provides a local police connection between the RCMP and the community. This position is in direct support to law enforcement activities as it engages the community in mutual problem solving, providing a connection between the RCMP and the specific cultures, situations, and expectations of communities.

Community Intervention Officer – Social Worker

Provides direct support to the Codiac law enforcement activities as it engages community partners in problem solving and bridging the service gaps and increasing protective factors in individuals involved with the law. The incumbent will also provide general and specific assistance to the most at-risk clients.

Community Intervention Officer 2

Provides direct support to the Codiac law enforcement activities as it engages community partners in problem solving and bridging the service gaps and increasing protective factors in individuals involved with the law. The incumbent will also provide general and specific assistance to victims of crime.

Community Program Officer

The incumbent designs and implements community-based programs, proactive initiatives and strategies that contribute to the core police role of reassurance policing, prevention and reduction of crime through education, early intervention, and sustainable community engagement. The incumbent works with the RCMP core police service and provides a local police connection between the RCMP and the community. This position is in direct support to law enforcement activities as it engages the community in mutual problem solving, providing a connection between the RCMP and the specific cultures, situations and expectations of communities.

Offender Management ³⁴⁰

Manager – Offender Management

The Manager - Offender Management is responsible for the supervision of multiple programs including the Criminal Intelligence, the National Sex Offender Registry and the Warrants Registry, while building relationships with different organizational partners. The Manager also serves as the Human Sources Reviewer and is responsible for the training of the membership, the review of all pertaining documents and evaluation of the related program, handles the Parole Board meetings but also the Codiac Analysts who create the Daily Occurrence Reports, intelligence reports, etc.

³⁴⁰ Moncton ME Organization Chart 2022

Crime Analyst 2

Responsible for determining, designing, and developing data collection strategies, techniques and methods used in the intelligence process by researching, evaluating, interpreting, and analyzing information to identify criminal trends and patterns and to develop tactical, operational and strategic intelligence products.

Responsible for creating strategies and improvement opportunities that support the overall business operation of the CRPA and the Codiak RCMP. The successful candidate will lead the implementation of business improvement initiatives, communicate and work with management on process improvement initiatives and objectives, develop appropriate evaluation methodologies to measure and report on Corporate performance and make recommendations for improvements to senior management. Moreover, the incumbent will be responsible in the development of policy options, facilitate meetings / groups, conduct literature reviews, qualitative and quantitative research, jurisdictional scans, project management, writing of briefing notes, and interpret data and convert it into business information that supports the organization.

Junior Analyst

30% clerical work and 70% non-clerical work. Responsible for offender management (Tracking of Parolees), tracking and preparing reports related to Prolific Offenders and handling the Crime Stoppers information and taking appropriate action regarding tips received. The work also involves responsibility for performing a variety of critical Police Reporting and Occurrence System (PROS) tasks. The incumbent will create strategies and improvement opportunities that support the overall business operation of the Codiak Regional Policing Authority and the Codiak RCMP. The incumbent will also participate in the determination, design and development of data collection strategies, techniques and methods used in the intelligence process by researching, evaluating, interpreting, and analyzing information to identify criminal trends and patterns and to develop tactical, operational, and strategic intelligence products. This position deals with highly sensitive information and requires a discrete, focused and detail-oriented person.

Operational Case Manager 4

Review and conclude all “Early Case Closure” Investigative PROS files to assure proper investigative techniques, good documentation and PROS policy were applied. Give investigative direction and guidance when needed and correct any PROS related errors. Review all “Further Investigation Required” PROS files at initial phase of the investigation to assure proper investigative techniques, good documentation and PROS policy are being applied. Correct any PROS related errors. Review the hard copy of all Provincial Accident reports to assure it is properly completed and returned to the Motor Vehicle Branch. Report any crime trends developing to the Crime Analyst of the Criminal Intelligence Unit upon reviewing the investigative PROS files. Coach and mentor members and supervisors to assure they gain knowledge on the PROS policy and on the correct review techniques to minimize errors on PROS. Work closely with the Division UCR Scoring Unit to address potential issues involving in the proper scoring of PROS files and identify members and supervisor who are in need of assistance and/or training on the documentation and application of PROS policy. Monitor and implement Divisional Priorities

relating to PROS or investigational reviews as required. Will assist the Court Section in managing their PROS queue.

Operational Assistant – Crime Reduction 3

Responsible for administrative duties, “sources” including cash handling, offender management duties such as tracking and preparing reports related to Prolific Offenders, handling the Crime Stoppers information, and taking appropriate action regarding tips received. This position deals with highly sensitive information and requires a discrete, focused and detail-oriented person.

Operational Case Manager 4

The incumbent reviews and analyzes investigational reports and correspondence within the Occurrence Records Management System (ORMS) to ensure data integrity, thoroughness and compliance with directives. The incumbent also provides direction to investigators and promotes / adopts methods of quality assurance evaluation of the data within ORMS.

The incumbent works with minimum supervision and is self-motivated to review a large number of PROS operational files and provide proper and timely investigational directions as well as assuring that the PROS re-engineering policy is respected.

APPENDIX 5.7 J Division Specialized Services

1. Air Services including helicopter & Pilatus
2. Alert Ready - including operational oversight
3. Clandestine Lab Unit
4. Collision Reconstructionist
5. Community Crime Reduction Unit
6. Crime Stoppers
7. Criminal Analysis Section
8. Criminal Intelligence Services
9. Crisis Negotiator
10. Digital Forensic Services
11. Emergency Response Team
12. Exploitation Divisional
13. Explosive Disposal Unit
14. Financial Crime Unit
15. Forensic Identification Services
16. Human Source Management
17. Incident Commander
18. Innovation & Crime Reduction - CPO
19. Integrated Child
20. Major Case Management
21. Major Crime Unit
22. National Sex Offender Registry
23. NB Integrated Enforcement Unit
24. Operational Readiness and Response
25. Police Dog Service
26. Polygraph Services
27. Premier Protective Detail
28. Protective Technical Security Special Entry Section
29. Provincial Crime Reduction Unit
30. Radio Support Services
31. Special I
32. Special Project Unit
33. Tactical Support Group
34. Tactical Traffic Enforcement Unit
35. Threat Assessment Unit
36. Undercover/Backstopping
37. Underwater Recovery / Marine Operations
38. ViCLAS
39. VIP
40. Witness Protection

Appendix 6.7 Governance Research

There exists significant variation between jurisdictions in terms of population size and composition; different community circumstances and operational requirements; variances in governmental administrations, government and non-government departments and agencies; police, communities, and practitioners with respect to the mandates, roles and responsibilities of participants in community safety and security initiatives all of which may affect their resources and expenditures. Many stakeholders have identified the need for clarity in the *structure of responsibility* and the use of *permanent responsibility structures* to sustain service delivery initiatives over the long term.³⁴¹ For example, a fundamental requirement for success and sustainability of community safety and crime prevention initiatives is the establishment of a governance structure that will sustain crime reduction and prevention efforts through political and environmental change.³⁴²

A fundamental problem that confronts every democracy is how elected governments can *create and manage police so that they act in the public interest while avoiding the temptation to use them for their own partisan advantage*.³⁴³ Literature has pointed to the fact that too little attention is being paid to the development of effective police governance models,³⁴⁴ and performance measurement and accountability mechanisms are too often weak to be effectual. The Canadian Association of Police Governance (CAPG) is the only national organization dedicated to excellence in police governance in Canada. Since 1989, the CAPG has worked to *achieve the highest standards as the national voice of civilian oversight of municipal police*.

A growing body of literature provides insights and examples into what an alternative approach might look like. Multi-level collaborative governance is one type of governance, albeit with multiple variations, described within a growing body of literature. This type of governance builds upon two central themes: multi-level governance and collaborative governance. In the Canadian Regional Development project,³⁴⁵ a project examining the incorporation of *new regionalism* into policy and practice, multi-level governance refers to “*a process and institutions, distinct from government, built on the foundations of collaboration and multi-level partnerships among*

³⁴¹ Benavides, 2002; Rich, 2018; Findlay, 1994

³⁴² Institute for the Prevention of Crime, 2007

³⁴³ Bayley and Stenning 2016:1

³⁴⁴ Governance includes key management issues such as policy formation and implementation, the determination of priorities and strategies, the allocation of resources, deployment strategies and decisions, the implementation of standards, the prevention of corruption internally, and the maintenance of internal discipline

³⁴⁵ Canadian Regional Development - A Primer on New Regionalism

community-based organizations, statutory agencies, and the private sector engaged. Governance empowers the regions through sharing of power and collective decision-making.³⁴⁶

It is argued that a collaborative, multi-level networked governance approach would address the issue of performance measurement in a way that is appropriate to 21st century police organizations by leading to goal setting for the police that is:

- deliberate and intentional because it reflects the results of a collaborative process and negotiated agreements
- aligned with what a police organization can do
- aligned with stakeholder expectations; and,
- linked to a suitable reference point for after-the-fact evaluation³⁴⁷

Further, that this type of approach would place the interactions and collaborations between the police and their stakeholders at the very centre of the oversight and accountability process.

In recognition of local government's responsibility to provide policing services, the government of New Brunswick has provided guidance to facilitate local governments exploring the potential of other police service delivery options which have been provided through legislation. *The Police Service Delivery Model: Process Guide*³⁴⁸ applies a step-by-step collaborative approach that identifies the roles and responsibilities of all participants and a clear process from inception through the final step of decision-making. It is intended to give local governments and the Minister of Justice and Public Safety the information needed to make informed and evidence-based decisions. Other informative publications which may guide in this decision-making include: the *Safer Communities Report 2021 - 2022*, *Policing Budget to Local Governments 2022*, and the *Provincial Police Service Agreement*.

Measuring performance thus also factors into the wider goal of reimagining policing. Attempts to measure police performance have been attempted since the establishment of the institution of modern policing in the mid-nineteenth century³⁴⁹ and were a response to concerns over both "*lawfulness of response*" and "*reliability of service*".³⁵⁰ In general, performance measures were completed on a local community or municipal level,³⁵¹ and focused strictly on direct measures of

³⁴⁶ Gibson, 2011: 6

³⁴⁷ Hodgkinson, Caputo, & McIntyre 2019

³⁴⁸ Published by: Department of Justice and Public Safety Government of New Brunswick Canada ISBN: 978-1-4605-2714-6 (PDF: English) September 1, 2021

³⁴⁹ Maguire and Uchida 2000

³⁵⁰ Kelling and Moore 1988

³⁵¹ Maguire 2003

police work³⁵² such as crime rates, number of arrests, fines, clearance rates, and times to calls for service.³⁵³ The study of police performance measurement expanded in the early 1990s with the recognition that both direct and indirect measures of police performance were required,³⁵⁴ and yet,

*there is no consensus over either the form or nature of what should be measured, how measurement should take place, what different indicators mean, and how they are best used to promote improved performance*³⁵⁵

What is of consensus is the fact that performance measures are a powerful policy instrument,³⁵⁶ with potentially tremendous impact on police work.³⁵⁷ Public Safety Canada³⁵⁸ reports that there are three reasons for measuring police performance: rethinking what services are of highest priority; generating improved outcomes and improving service delivery costs.

The Institute for Strategic International Studies, an initiative of the Canadian Association of Chiefs of Police (CACCP), developed a *full circle community safety model*³⁵⁹ for redefining how policing performance is measured. The *Police Organisational Performance Index (POPI)*,³⁶⁰ evaluates police accountability, expenditures, and outcomes, including seven *critical strategic success factors* (CSSFs) in the index inclusive of

- legitimacy of the local police agency (outcome focused)
- leadership and management of the local police agency (intermediate outcome focused)
- enforcement by the local police agency (output focused)
- the community's feeling of safety (outcome focused)
- crime and social disorder in the community (output focused)
- misconduct of local police personnel (intermediate outcome focused)
- mutually beneficial police/community relationships (intermediate outcome focused)

It is suggested this is the broadest geographical coverage and synthesises of international best practices of police performance measurement.³⁶¹

³⁵² Maguire 2003

³⁵³ Davis 2012

³⁵⁴ Maslov 2014

³⁵⁵ Tiwana, Bass, and Farrell 2015:1

³⁵⁶ Coleman, 2012; Le Galès, 2016

³⁵⁷ Coleman, 2012; Tiwana, Bass, and Farrell, 2015

³⁵⁸ PSC 2013:1

³⁵⁹ Full circle community safety: changing the conversation about police economics and performance. ISIS, Canadian Association of Police Chiefs (CAPC), 2012.

³⁶⁰ Coleman 2012

³⁶¹ Tiwana, Bass, and Farrell 2015 in review of Davis 2012

APPENDIX 9.4.5 Transfer of Equipment

Codiac Regional Police Service Agreement April 1, 2021

Select sections of Articles 1.1 and 14

Article 1 Interpretation

Article 1.1

- m) Equipment means, at a minimum, all property other than land and buildings whether purchased, leased, constructed, developed or otherwise acquired, and includes Equipment-Type A and Equipment-Type B

- n) Equipment-Type A refers to Equipment acquired on a non-recurring or extraordinary basis such as specialized motor vehicles, ships and other watercraft, aircraft of any kind, whether manned or un-manned, identifications systems, telecommunications and other communication systems including radio towers and related assets that may be affixed to real property

- o) Equipment-Type B refers to Equipment acquired on an annual or recurring basis such as standard police cruisers, radio and computer equipment, security and investigative equipment such as identification devices and systems, and technology and other licensing fees

Article 14 Transfer of Ownership of Equipment

14.1 In the event of the expiry or termination of this Agreement:

- b) Subject to subarticle 14.2, the ownership of any item of Equipment that was purchased by Canada for the Codiac Regional Police Service and in respect of which the Codiac Regional Policing Authority has paid its full share, will, at the option of the Codiac Regional Police Authority:
 - i. be transferred to the Codiac Regional Police Authority after it pays to Canada an amount equal to the amount that the current Fair Market Value exceeds the amount, exclusive of interest, that was already paid to Canada by the Codiac Regional Police Authority for that item of Equipment; or
 - ii. remain vested in Canada, in which case Canada will credit the Codiac Regional Police Authority with the amount, if any, by which the current Fair Market Value that Canada paid for that item of Equipment

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