



## Executive Summary

Policing is complex. Whereas the core responsibility of the police has not changed since Sir Robert Peel developed the principles of policing for the Metropolitan Police in 1829, the nature of the incidents which the police are called to address have changed significantly. There has also been a similar dramatic change in the context in which the police operate. The use of technology has expanded exponentially, the public is more diverse and vocal, employees of police organisations demand more influence over work and safety conditions, and there is increased competition for limited public resources. More recently, the clear delineation of public and private space has shifted and other non-police organizations have become involved in contributing to public safety.

The management, administration, operations, and oversight of policing is legislation based. The *Nova Scotia Police Act* and the *Provincial Police Service Agreement (PPSA)* and the arrangement of policing in Nova Scotia are similar in many respects to policing in other provinces with contracted (RCMP) provincial police. While there are differences between the arrangement of provincial and municipal policing services, the provincial acts and contract agreements are essentially common to all contract provincial policing and municipal agencies. The differences lay, predominantly, in the form of liaison between police services. However, there are also unique differences present in Halifax that do not occur elsewhere. These differences particularly apply to funding, governance, and accountability. Most notably, provincial policing is subject to a cost sharing agreement depending upon the population of the municipality receiving police services. For historical reasons, based upon the 1992 local government jurisdictions, Halifax is unique in that with its population size, the cost sharing would normally be 90/10% municipal/federal instead of the current 70/30%. Also, the contract client (HRM) and the oversight authority have less power of influence than jurisdictions solely with municipal police forces over matters such as governance, planning, monitoring, and policy development.

There are demographic changes impacting the HRM community and the police agencies of jurisdiction. Generally, there is an aging of the population. This impacts the volume and types of incidents to which the police are called to attend. Also, the Municipality is becoming more diverse. Population density in some areas is increasing and the definitive boundary between the urban and rural settlement pattern is less defined with the melding of urban, urban fringe, and suburban populations. The type and density of such development impacts the nature of services which the police are expected to provide and the resources required to address the workload.

Additionally, the demographic makeup of the police agencies, HRP and RCMP, is also changing.

The most significant aspect with respect to HRP and RCMP human resources is the degree of seniority present in both organisations. The 'aging' of the senior management cadre, in particular within HRP, may have a direct impact on the organization's ability to maintain 'corporate history' that is necessary for informed decision making. As well, continuity of strategic focus may be compromised unless there is a concerted effort undertaken to mentor and coach mid management, who generally would assume tenure in the senior positions. This situation may be somewhat ameliorated within the RCMP Halifax District, given the staffing practices of the RCMP and the ability to draw, nationally, from a considerably larger pool of senior officers. However, there will be competition from all contract clients for such resources.

Integration of policing services and specialised tasks is an important aspect of the efficient and effective use of resources. Integration and joint-service approaches have occurred nationally and provincially. Enhanced integration of HRP and RCMP resources in HRM has been a focus of activity for several years and much has been accomplished to ensure common strategies and tactics optimise resources. The Integrated Emergency Service stands out as a significant positive example of integration initiatives, mutually supported by the partners in policing and the Municipality for the benefit of the community. Both police agencies participate in integrated services, such as the integrated Criminal Investigation Division. The management and selected investigative functions of both agencies are housed in a common facility. There are some differences of viewpoint with respect to training and deployment practice between the respective agencies, for example, ERT, K-9 (Dog Unit) and Forensic Identification, that may create challenges between the partners, but do not put the safety of the community at risk.

Demographic data gathered in HRM provided the opportunity to analyse and, subsequently, identify a number of policing and public safety issues. Analyses of changes in demographics and planned development provide an estimation of 'risk factors' and potential crime rates and policing costs brought about by the nature of the development – especially concerning the planned *growth areas* – and resulting demographics. Continuing analyses of census tracts demographic data in conjunction with crime statistics can provide a foundation for intelligence-led policing and other public-safety related services.<sup>1</sup>

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<sup>1</sup> Maps of census areas are included in Appendix A

Several factors influence call-load. Density and demographics (such as the age of the population, single-parent family, employment rates, and education level) affect crime, the workload of the police, and policing costs in HRM.

As well as identifying factors that impact police resourcing, the ability to assess risk factors in crime can support the planning process to maximise community safety and security.

As may be anticipated, the various analyses show the diverse nature of the areas (HRP Divisions and RCMP District offices), each requiring police services to be designed for the area. Supporting this concept is the recommendation for police areas to be reflective of the neighbourhood and formed in consideration of long-term crime and disorder patterns, and census tracts demographic input. This will be of significance when considering the demarcation between the HRP and RCMP service areas.

Analyses conducted for the *Review* highlights the need for a workload analysis. For example, the 'top-ten' calls include a significant proportion of ACIT (assist citizen). This classification needs to be further clarified to allow the analyses and the subsequent resource deployment to be more effective and efficient.

The temporal workload / calls for service patterns illustrate varying levels by day of the week and hour of the day and show the need for the deployment model to reflect the policing needs rather than the uniform even-watch system currently in place in the HRP and urban areas of the RCMP.

The *Review* recognises that the Halifax policing model includes the characteristics of evidence-based policing through the use of crime analysis, the *problem-oriented* and *hot-spot* approach of the Quick Response Unit, the community response officers, school liaison officers, victims' services, mobile health unit, telephone investigative response, Citizens on Patrol (COP), Corps of Commissionaires, youth initiatives, and the numerous specialised programs designed for community needs.

Throughout the *Review*, various comparator agencies were considered to facilitate an assessment of factors such as the relative cost of policing in HRM versus that in other jurisdictions. When compared to other Canadian jurisdictions, HRM policing costs are average. The nature of the HRM, the density of the urban core and the downtown "attractors" blended with the sparsely populated rural areas, is significantly different than the comparator sites. Research conducted for the *Review* underscored the belief that there is no panacea for the problematic nature of the determination of resource needs in policing. However, given that there is no 'formula' which

provides unequivocal conclusions regarding resource needs, certain comparisons could be made between HRM policing and the comparator sites.

The financial analysis viewed the HRM policing and public safety costs as comprising the HRP costs, the RCMP PPSA costs, and the costs associated with the HRM support for policing (especially the Integrated Emergency Service (IES)), By-law enforcement, and school crossing guards). It is difficult to compare exactly the HRP and RCMP costs and so the total blended figure, using 2006/07 actual is more useful for comparisons. The HRM costs, both per officer and per capita, are consistent with the average of the comparator group. The actual costs discussed are based upon data provided by the agencies. The prospective costs of the various policing options are based upon these actual, as well as extrapolated PPSA costing.<sup>2</sup>

The cost sharing through the PPSA provides significant savings for the HRM. HRM (and presumably, the federal government) also accrues a benefit by the federal, provincial, and municipal policing requirements being blended into one organization thereby providing economies of scale and the added security of additional resources being available for emergencies and special events. If the PPSA cost-sharing formula were to be adjusted to reduce the 30% federal contribution, the HRM will face significant cost increases which may influence decisions regarding the choice of service providers.

The issue of appropriate oversight of public policing is a problematic issue in the *Review*. As noted above, there are subtle and obvious inconsistencies in the various oversight mechanisms – the *Provincial Police Service Agreement (PPSA)*, the *Police Act*, and the HRM Police By-law. This creates difficulties for the Board of Police Commissioners and governance and accountability in general. Given the current renegotiation of the PPSA, the negotiation stance should be grounded on proposals which confer greater and more transparent oversight authority for the Board. A 'future state' is assumed in the discussion regarding governance where if HRM decides to continue with a contracted RCMP service, then the Regional Authority will be able to renegotiate a new 'phoenix' agreement, rising from the previous, for services which reflects a revised approach to the oversight of the operations, administration and management of RCMP services. As discussed, changes regarding certain aspects of the agreement are possible prior to 2012, however, significant and wholesale changes can be achieved only in a new and post-2012 agreement.

The Board will benefit from increasing its role in the planning, budgeting, and oversight processes, and in ongoing training. The development of a Board policy manual and creation of a Board

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<sup>2</sup> Extrapolated PPSA costs may lead to an approximate 6% higher variance from actual cost if a MPSA, as presently negotiated with jurisdictions, were to be in place.

secretariat will greatly assist the Board in fulfilling its role and to provide a corporate memory and enhanced ability to monitor and follow-up on long term objectives of the police agencies. Many large and small Boards or Commissions utilize the full- or part-time services of a secretariat.

Given the changes in the nature and context of public safety and security along with increased pressure on limited resources, a policing continuum has evolved over the past twenty years. This has given rise to the public police now performing one role within the tiers of private security and non-police agencies. Orchestration and coordination of the various functions under the leadership of the Board has the potential to enhance effectiveness and economy.

With the current process in Halifax Regional Municipality of consideration of factors which should be included in the renegotiation of contract policing agreements, the costs of service and the degree and nature of accountability emerged as the principal factors. The Board must consider the relative importance of these issues in the decisions regarding the optimum use of a blended or singular use of HRP and RCMP (contract) resources.