POLICING RESOURCE REVIEW
Partners in Policing

HALIFAX REGIONAL MUNICIPALITY

DECLASSIFIED
By motion of Regional Council
Sept 22, 2020

FOIPOP Review Original Signed

Approved to Release Original Signed

perivale+taylor
CONSULTING

AUGUST 2019

HALIFAX

HALIFAX REGIONAL MUNICIPALITY

POLICING RESOURCE REVIEW
Partners in Policing

perivale+taylor
CONSULTING

Executive Summary

The executive summary follows the *Review's* Scope of Services as prescribed by the Halifax Regional Municipality.

The Halifax Board of Police Commissioners (the Board) is the civilian board that provides governance and oversight to the Halifax Regional Police (HRP). The Board also functions as the Police Advisory Board to the Royal Canadian Mounted Police Halifax District (RCMP).[1] The two police agencies provide policing services for the Halifax Regional Municipality (HRM).

It is essential that the police service delivery and crime and public safety issues are viewed region-wide by the Board, HRM, and the two police agencies. Operations and service delivery must be guided by jointly-developed *priorities, objectives, and goals*, and strategic policing service delivery plans.

The RCMP is responsible for the administration and procedures within Halifax District,[2] while the HRP manages its own administration in consultation with HRM. The 2018/19 *Multi-Year Budget and Business Plan* (business plan) includes crime and public safety goals along with HRP internal business matters. This arrangement separates the HRP and the RCMP and creates a schism in relation to police strategy which is then reflected throughout the policing model. There must be a separation of HRM police service delivery and the agencies' business matters.

In order to enhance ongoing efficiencies and collaboration between the HRP and the RCMP, the 2001 policing Memorandum of Understanding (MOU) should be rescinded and replaced by two MOUs:

a strategic-level MOU involving the two police agencies, the Halifax Board of Police Commissioners (the Board), and the HRM through the Public Safety Advisor, should address police service delivery and crime and public safety matters

an Operational MOU between the two police agencies addressing everyday management and supervisory issues through joint planning and protocols, along with defining integration and respective operational policing responsibilities

The internal business plans of the two agencies should be dealt with separately:

- the HRP (described above) through the Board and HRM (separate from the service delivery *priorities, objectives, and goals*, and strategic plans)

- the RCMP through RCMP 'H' Division – as currently occurs

This approach is consistent with the Commission bylaw which prescribes the Chief Officer's accountability: to the Board with *respect to the provision of policing* and accountable to the Chief Administrative Officer (CAO) *with respect to the implementation of and compliance with HRM administrative policies and procedures.*

The HRP has the opportunity to evolve into a learning organization, skilled at creating, acquiring, and transferring knowledge, and at modifying its behavior to reflect new knowledge and insights. An adjustment in the organization chart and reporting can create an appropriate form to support the function. The learning organization should encompass the acquisition and dissemination of information which both informs enhanced operational policing, such as ComStat and crime analysis data or program information on policing concepts, and supports effective management and personnel welfare and morale.

Calls from the public to the Integrated Emergency Services (IES – communication centre) can be better categorized to provide data for analyses, and there is an opportunity to decrease the time in processing urgent calls.

There are opportunities for civilianization at the HRP management and supervisory levels and

---

1 Halifax Board of Police Commissioners Policy and Procedures Manual accessed April 2019
2 Provincial Police Service Agreement 2012 Article 6.2

perivale+taylor
CONSULTING

also some specialized functions. Civilianization can facilitate specifically skilled, educated, and selected personnel with greater longevity in the positions.

Enhanced local and region-wide crime analysis and ComStat processes can support efficiency by identifying the region's strategic threat assessment priorities; and ensuring resources are deployed in the most effective manner, based upon information which is the most relevant to, and actionable by, the recipients.

The study of allocated time of primary investigation resources shows that the allocated vs. unallocated ratio is generally reasonable, allowing sufficient time for proactive crime prevention activities. However, there are some areas, at times, had an unallocated time of less than twenty percent and occasionally ten percent.

There are a number of recommendations concerning the technology of HRM policing. The Prisoner Care Facility has challenges due to the design and age of the building. Overtime was examined and found to be in the normal range of other police agencies. Shared services overall were reportedly working well with some opportunities for enhancement in technology areas.

Summarized Recommendations

Leadership and Governance

1 HRM-wide crime and public safety *priorities, objectives, and goals* must be jointly developed by the Board, HRM through the Public Safety Advisor, and the HRM police (HRP and RCMP), recommended by the CAO, and approved by Regional Council.

The *implementation of the priorities, objectives and goals respecting police services* should be reported jointly to the Board and to Council by the HRM Police – the HRP and RCMP.

2 The 2001 policing MOU should be rescinded and replaced by two MOUs: Strategic and Operational.

3 The business plans (internal matters) for HRP should be a separate plan (from the HRM-wide crime and public safety priorities, objectives, and goals) developed with HRM and addressed separately by Regional Council, the CAO, and the Board.

4 The HRP staff performance measures should be based on outcomes reflecting the *priorities, objectives, and goals* of HRP.

5 The Public Attitude Surveys developed by HRP and Public Safety Canada should be conducted HRM wide on a regular basis and the results used in developing the crime and public safety *priorities, objectives, and goals.*

Intelligence-led Policing

6 The HRP Divisions and RCMP Detachments should separately conduct weekly *local crime reduction meetings.*

The regional ComStat meetings should be scheduled every four weeks and be chaired alternatively by the HRP and the RCMP.

Call Management & Call Response

7 The IES should examine ways to reduce the average time from call receipt to dispatch for Priority 1 and 2 incidents through enhanced policies and procedures.

The call category *assist citizen* should be eliminated and replaced by the most accurate categories.

HRP and RCMP should re-assess the priority of *alarm* calls.

Allocated Time Analyses

8 Call load and allocated vs. unallocated time analytical processes should be established, and these analyses be conducted at least annually.

Occurrence Report File Management

9 HRP IT, in consultation with HRP and RCMP, should review the process by which CAD incidents are concluded and sent for follow-up through transfer to RMS; and put changes in place to ensure key tombstone data from CAD cannot be mistakenly altered.

Staffing

10 The HRP Audit function should be moved from its current organization position reporting to the Executive Officer, and report to the proposed Planning and Performance Section.

11 The HRP Operational Planning Section should be renamed the Planning and Performance Section and assume an organization-wide function including research, planning, audit and oversight, and performance management.

12 The staffing and deployment of primary investigation resources (HRP Patrol Divisions and RCMP General Duty) should be relatively consistent with the temporal workload as identified in the *Review* Allocated Time Study.

13–19 Nine HRP sworn positions should be considered for civilianization.

20 Airport policing should be seamless with the police of jurisdiction, developed in consultation with the RCMP, HRP, the Board, and HRM.

21 The HRP should consider the *Review's* analysis of Quality Assurance (QA) workload and adjust the staffing appropriately.

22 The HRP Property and Exhibits Section should report to the Administration Division.

Technology

23 HRM should work with HRP and RCMP to develop a viable and effective shared services IT plan which respects the unique nature of the police IT environment and the police context.

24 HRP and RCMP should establish a security committee and develop comprehensive security and risk management policies and the body of surrounding procedures and standards to ensure the security of IT systems and the data stored therein.

25 HRP in consultation with the RCMP should create and staff an IT Section with responsibility for maintenance of the HRP IT infrastructure, and to lead new IT projects using accepted project management processes.

26 HRP in consultation with the RCMP should, in conjunction with HRM, undertake a future technology planning process with the goal of improving support for effectiveness and efficiency of policing services.

Facilities

27 HRP/RCMP/HRM should examine options for enhancing suitable storage, including adequate physical facilities and proper staffing, and IT-based record keeping, in order to meet exhibit and property management requirements.

Prisoner Care Facility

28 The HRP booking and prisoner care facility reporting should report to the Inspector, Operations Support, through the on-duty Watch Commanders.

Long-term HRM planning should consider the nature of prisoner care approaches, including cooperation and/or integration with the Department of Justice Correctional Services and Sheriffs Services and other opportunities.

Overtime

29 The reporting of overtime should be coded to identify the type of overtime and the originating section.

HRP should develop an electronic overtime reporting process.

Table of Contents

perivale+taylor
CONSULTING

SEPARATE DOCUMENT: LITERATURE REVIEW

Introduction

The Halifax Regional Municipality has a population of over four hundred thousand concentrated in the regional centre. The population growth of HRM over the 25-year period between 2011 and 2031 is projected to be approximately 73,000 persons. Two thirds of net migration is expected to come from international sources, while the remainder is expected from other parts of Canada. HRM's population is growing increasingly diverse, with over 11,000 new immigrants arriving in HRM since 2006, comprising 76% of provincial in-migration.[3] Population growth and changes in demographic and concentrations of population will impact the expectations and nature of policing.

HRM has a unique integrated policing model, two separate police service providers with shared responsibility for one municipal entity. With the creation of HRM in 1996, the municipal police services of Halifax, Dartmouth and Bedford amalgamated to form the Halifax Regional Police (HRP), which services these largely urban areas. The former Halifax County Municipality, which was primarily rural with some suburban areas, is policed by the Royal Canadian Mounted Police (RCMP). HRM has decided to maintain this unique policing model going forward.

While HRM operates within a dual police agency model under the civilian governance of the HRM Board of Police Commissioners, each agency operates under different authorities. HRP is an HRM Business Unit that is required to follow the Municipality's business practices (e.g. financial reporting and business planning). The RCMP Halifax District is a contracted agency, providing services to HRM as part of the Nova Scotia Provincial Police Service, under the auspices of the *Provincial Police Service Agreement* (2012), a contract between the Federal Government and the Province of Nova Scotia.

Acknowledgements

The *Review* team received significant support and cooperation from the staff of Halifax Regional Municipality, the Board of Police Commissioners, the Halifax Regional Police, and the RCMP, including the Halifax District and 'H' Division.

Over one hundred meetings, focus groups, and conference calls were conducted, involving more than 115 persons.

These persons and agencies contributed to a comprehensive view of the policing and public safety continuum in the Region. The *Review* team is especially grateful to all these people who gave their time and ideas. The contributors were well prepared, had often conducted background research, and articulated their opinions in a constructive way.

In April 2018, the HRM directed that a Police Resource Review (the *Review*) of Halifax Regional Police and the RCMP Halifax District should be conducted.[4] [5]

The objective of the *Review* is to provide the HRP, the Halifax RCMP District, Regional Council, and the Board of Halifax Police Commissioners with a clear evaluation, including suggestions and recommendations to: create service effectiveness and efficiencies, address resourcing constraints and opportunities, identify and provide recommendations to close service gaps, identify new equipment or technology to enhance service delivery, outline areas where there is potential for savings or cost avoidance, and engage all levels of the service in the change process.[6]

Format of the Report & Methodology

THE REPORT IS ORGANIZED around the Scope of Services deliverables, objectives, and recommendations. Information gleaned from research and the literature review, comparator agencies, HRP and RCMP data, and interviews and focus groups, is included as relevant in the related chapters. Some of the RFP deliverables are discrete and reported individually, others overlap and are reported together. The Appendices of the *Review* Report provide the background methodology and detailed figures in support of the succinct subject chapters. Issues of costs/savings, priority, timelines, challengers, issues, and strategies are described where applicable. Comparisons with policies of other agencies are included where appropriate.

The majority of the report is concerned with the HRP. The HRM RFP Scope *of Services* includes several internal HRP functions, whereas the Agreement governing the management of the RCMP includes *The internal management of the*

Provincial Police Service, including its administration and the determination and application of professional standards and procedures, will remain under the control of Canada[7] and, therefore, not in the *Review*'s mandate.

The methodology included:

- a literature review

- internet research

- interviews, meetings, focus groups, and conference calls with Commissioners, HRP, RCMP, and HRM staff involving approximately 115 persons

- attendance at five ComStat meetings

- *ride-alongs* with HRP and RCMP operational members

- a document review

- analyses of computer-aided dispatch (CAD) and records management system (RMS) data

- analyses of police primary investigation functions[8] allocated time vs. unallocated time and proactive time

- analyses of calls-for-service

- analyses of file management

- specific comparisons of functions and processes, and more general overall comparisons with other police agencies, including the United Kingdom, as relevant to the *Review*

- feedback and fact checking with staff regarding initial findings and proposed recommendations

---

4   RFP Title; the RFP also refers to the Policing Resource Study, RFP Appendix A.1
5   HRM RFP 08-074 April 2018
6   RFP Appendix B.2.B
7   Provincial Police Service Agreement, 2012. Article 6.2
8   HRP Patrol and RCMP General Duty and a number of related functions

Policing in Nova Scotia

UNDER THE *Constitution Act*,[9] the provinces are delegated the power to administer justice. Provinces have the authority and responsibility to provide provincial police agencies. Until the 1930s provinces maintained their own provincial police forces, but by 1950 the majority had been absorbed into RCMP as the provinces contracted policing services to the federal government with cost sharing.[10]

The Minister of Justice is the constituted authority for the administration of justice within the province. The Nova Scotia *Police Act, s.* 5(1) specifies the responsibility of the Minister to ensure an adequate and effective level of policing is maintained throughout the province.

Nova Scotia has contracted with the federal government for RCMP provincial policing since 1932, currently under section 34 (1) (b) of the Nova Scotia *Police Act*.

Policing In Halifax Region

The authority for the HRM policing model under the *Police Act* includes:

- the establishment of the HRP, s. 36 (1) (a)

- an agreement with the province for the RCMP to provide policing services, s. 36 (1) (b)

The Halifax Board of Police Commissioners (the Board) provides civilian governance and oversight for the HRP on behalf of Regional Council. The Board also functions as a Police Advisory Board to the Halifax District RCMP as it performs contractual policing services within the HRM. The legislated mandate and responsibilities of the Board of Police Commissioners is established by the Province and set out in the *Police Act*, as well as the

Board's Terms of Reference By-Law P-100.[11]

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: Central (downtown), East (Dartmouth), and West (Bedford and West Halifax); the Investigation Division (the integrated Criminal Investigation Division (CID)); and Administration Division, and has 531 sworn officers, and 218 civilian staff.[12]

The RCMP Halifax District operates through seven detachments:[13] Cole Harbour, Lower Sackville, Musquodoboit Harbour, North Central, North Preston, Sheet Harbour, and Tantallon, and has an authorized complement of 183 sworn officers and one civilian member under HRM funding. In addition, there are six provincially-funded major crime positions (in the integrated CID), ten sworn positions funded through the province's '250 Program', and one provincially-funded civilian crime analyst assigned to the District, for a total of 199 sworn staff.[14]

The total authorized sworn staff of HRM policing is 730.

RCMP 'H' Division HQ (the RCMP Division serving as the Nova Scotia provincial police) is located in Dartmouth, close to the Integrated HRP/RCMP CID and the HRP East Patrol Division facilities.

HRM Police Headquarters, shared by the HRP and the Halifax District RCMP, is located in downtown Halifax. The headquarters houses the joint HRP/RCMP senior management team, other HRP administrative functions, the HRP Central Patrol Division, and the HRM-wide detention facility.

Public safety telecommunications for HRM policing are managed through the Integrated Emergency Services (IES), an integrated dispatch and telecommunications centre, located in a civic

---

9 Section 92 (14)

10 It is believed that financial considerations were a major factor, especially during The Great Depression, and similarly in 1950 when British Columbia and Newfoundland also moved to contracted federal/provincial policing

11 Board website accessed April 2019

12 HRM Police 2018/19 Multi-Year Budget & Business Plan: approved 2017/18 figures – not including school crossing guards and one HR student. Civilian staff; HRP May 2019

13 Organization charts, and found at http://www.rcmp-grc.gc.ca/detach/en/d/377

14 RCMP Halifax District and RCMP Organization Charts May 2018

facility in Dartmouth. The facility is independently staffed and the facility management reports through an HRP Superintendent. The costs of IES are accrued to the HRP budget. The IES also dispatches for fire and ambulance, although the latter services are provided on a cost-recovery basis.

The map below illustrates the HRM Policing Areas: HRP West, Central, and East Divisions; RCMP Tantallon, Lower Sackville, Cole Harbour, Musquodoboit Harbour, North Central, and Sheet Harbour Detachments. North Preston Detachment is not illustrated.
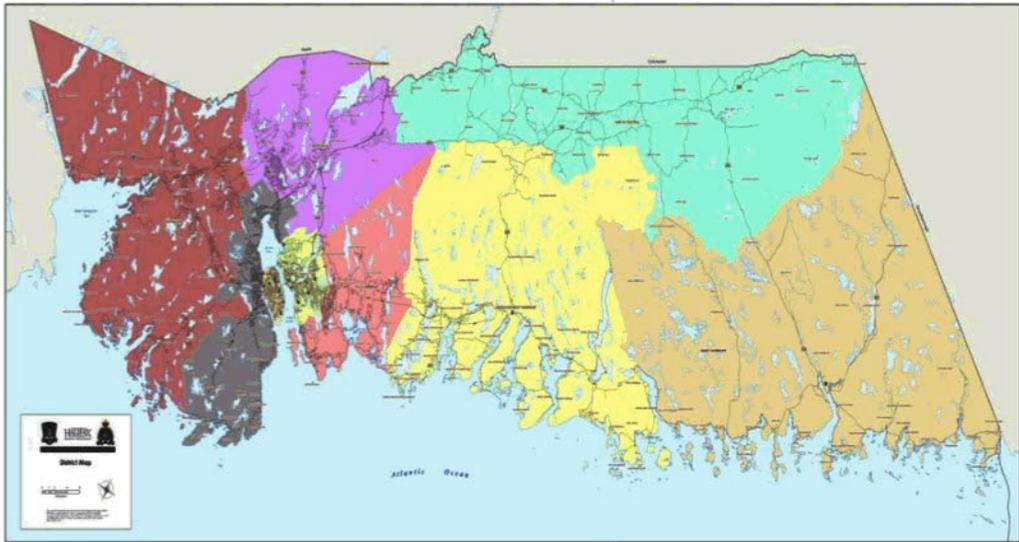
The map below illustrates the policing areas and concentrations of all HRM police calls-for-service during 2018.
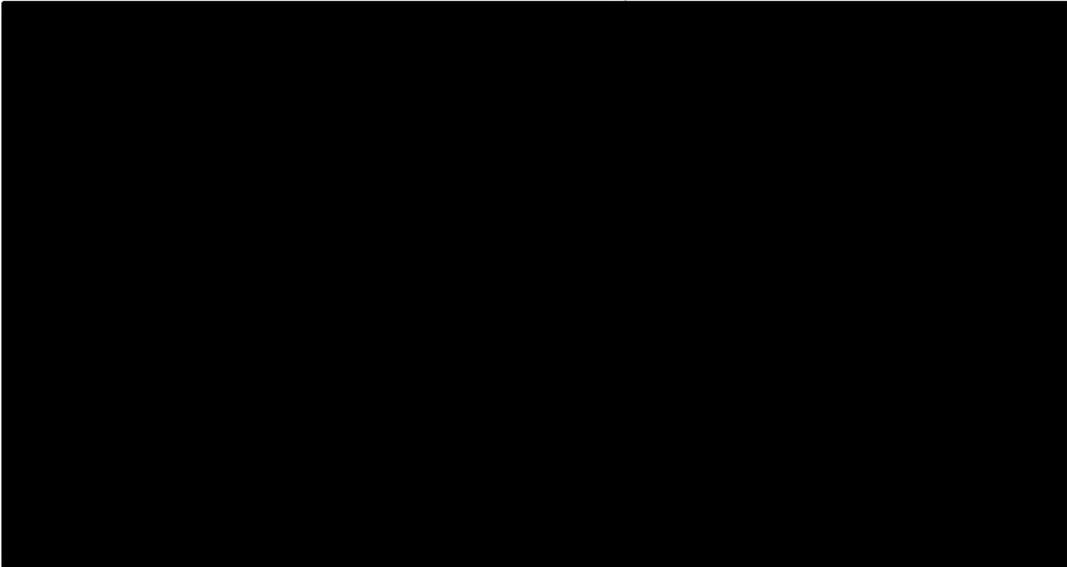
The surface plot illustrates all HRM police calls-for-service per day and hour during 2018 and emphasizes the overall predictable temporal pattern of police service demands.
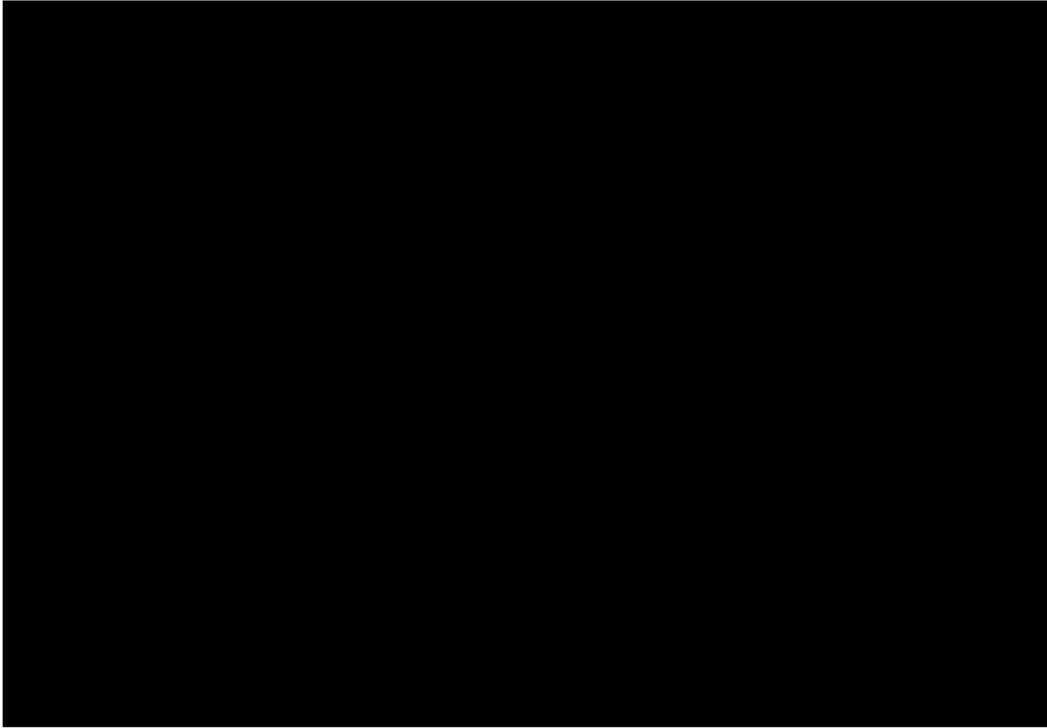
1 Governance, Leadership, and Accountability

1.1 Background

THE MOST IMPORTANT ASPECT of the Review is described in the HRM Scope of Services: ongoing efficiencies gained through improved collaboration between HRP and RCMP. The collaboration and consequent potential efficiencies are dependent upon the leadership and influence of the Board and the Halifax Regional Municipality. HRM policing must be viewed as a regional service regardless of service provider.

The *Police Act* proscribes identical roles for the Board of Police Commissioners regarding the HRP[15] and the role of the Advisory Board[16] regarding the RCMP[17] in the development and implementation of overall policing strategies, that is, *priorities, objectives and goals*:

(a) determine, in consultation with the chief officer, priorities, objectives and goals respecting police services in the community

(b) ensure the chief officer establishes programs and strategies to implement the priorities, objectives and goals respecting police services

The business plans for the two police agencies are dealt with through:

- RCMP 'H' Division for the Halifax RCMP District

- the Board and HRM Administration for the HRP

The HRP plans include both crime/public safety operations and internal business matters.

In 2001, an MOU was developed between the HRM, Board, and RCMP Halifax Detachment:

… this Memorandum of Understanding is intended to establish and clarify the governance, reporting, advisory and liaison duties and roles of the Halifax

Regional Board of Police Commissioners (the "Board"), the Chief Administrative Officer (the "CAO"), the Halifax Regional Police, the Chief of Police, and the Provincial Police Service, to ensure that adequate, effective and efficient policing services are maintained within HRM.

The 2001 MOU predates integration and does not include the HRP or the Public Safety Advisor.

Currently there is a move by the Board to reform the reporting process of the HRP and RCMP.[18]

1.2 Findings

A 2013 study by Public Safety Canada found there were no legislative requirements for specific performance measures in Canadian policing. *There are no evidence-based outcome performance standards or existing industry-accepted measurement frameworks available for police services to follow in Canada.*[19]

There has been considerable movement, especially in the UK, for policing to move from a public- to a business-orientated organization and that organizational targets be agreed with local police authorities.[20] In the 1990s, in a drive for efficiency, New Public Management and Policing by Objectives were emphasized,[21] and the concept of Key Performance Indicators (KPIs) was introduced.

The HRP has developed a public survey instrument, the *Core Indicators Project*,[22] with Public Safety Canada and the CACP Police Information and Statistics Committee.[23] The intent is to create national valid and consistent and, therefore, comparable data standards for measuring public attitudes toward the police.

---

15 *Section 55 (3)*

16 *Police Act* section 57(1) requires the municipality to establish an advisory board

17 *Section 68 (3)*

18 Board minutes January 2019. *They* [the Board] *noted that reporting from RCMP and HRP staff to the Board should focus on current activities and be relevant to the areas that the Board has governance over*

19 Kiedrowski, J., Petrunik, M., Macdonald, T. & Melchers, R. (2013).*Canadian Police Board Views on the Use of Police Performance Metrics.* Ottawa, ON: Compliance Strategy Branch, Law Enforcement and Policing Branch, Public Safety Canada

20 Drake and Simper, 2002

21 Association of Chief Police Officers (ACPO) 2008

22 See Literature Review section 4.3

23 The mandate of the Canadian Association of Chiefs of Police Committee is to *Work in partnership with the Policing Services Program of the Canadian Centre for Justice Statistics, a Division of Statistics Canada, and other partners, to develop and communicate meaningful public safety information*

perivale+taylor
CONSULTING

There is an opportunity for HRM, involving the Board, the RCMP, the HRP, and the HRM Public Safety Advisor, to ensure there is a consistent and integrated process of:

- developing *priorities, objectives and goals* relating to crime and public safety and policing services delivery

- creating a joint strategic plan for both police agencies

- measuring the implementation and outcomes of the *priorities, objectives and goals*

- measuring the community's view of policing services delivery

There was support throughout the review process for greater clarity, understanding, and expectations of the roles of the Board, RCMP, HRP, and the Public Safety Advisor. Similarly, there was support for a more orchestrated approach in developing the *priorities, objectives, and goals* of HRM policing – that is, region-wide policing regardless of service provider.

It is essential that police service delivery and crime and public safety issues are viewed HRM-wide by the Board, HRM, and the police agencies. There must be a separation of police service delivery operations and the agencies' business matters. Police service delivery must be guided by jointly-developed *priorities, objectives, and goals*, and a joint strategic plan. This will enhance *ongoing efficiencies gained through improved collaboration between HRP and RCMP*[24] and facilitate a more orchestrated and focused service delivery.

This dual approach is consistent with the Police Commission bylaw,[25] section 7:

(4) *The Chief of Police is accountable to the Board with respect to the provision of policing in the Halifax Regional Municipality.*

(5)*The Chief of Police is accountable to the CAO*

with respect to the implementation of and compliance with HRM administrative policies and procedures

Any HRP plan that includes HRP police service delivery operations along with internal business matters, by its nature, separates the HRP and RCMP when reporting to the Board, a schism which is then reflected throughout the policing model.

Jointly-developed HRM-wide *priorities, objectives and goals* respecting police services in the community provide the opportunity for transparent joint reporting by the police agencies to the Board and community.

The HRP is currently developing staff Management Practices and Performance Measures. The *Review* understands the measures are based on identified outcomes which can buttress police priorities, objectives and goals, and outcomes.

The Literature Review, sections 2 and 4, provide a background of policing governance and strategic performance measurement.

The five recommendations below should be completed by 2020. These are the most important and urgent issues in the *Review* and directly affect all areas of the HRM policing model. The goal is to ensure an evidence-based process in facilitating a region-wide policing service, regardless of service provider. The challenges in coordinating two organizations operating under differing legislation and expectations should be openly acknowledged and accommodated. The recommendations are policy driven and do not incur any costs.[26]

1.3 Recommendations

Recommendation 1

HRM-wide crime and public safety *priorities, objectives, and goals* must be jointly developed by the Board, HRM through the Public Safety Advisor, and the HRM police (HRP and RCMP), recommended

---

24 HRM RFP 2018, Appendix A.2.E.1
25 Bylaw Number P-100 Respecting the Board of Police Commissioners for the Halifax Regional Municipality
26 HRM RFP 2018, Appendix A.2.F. recommendations should be prioritized, include associated costs/savings, a suggested timeline and any related implementation issues and strategies

by the CAO, and approved by Regional Council.

The *implementation of the priorities, objectives and goals respecting police services* should be reported jointly to the Board and to Council by the HRM Police – the HRP and RCMP.

Recommendation 2

The 2001 MOU should be rescinded and replaced by two MOUs:

1. A strategic-level MOU, concerning service delivery and crime and public safety issues, involving the two police agencies, Board, and the HRM through the Public Safety Advisor.

   The MOU should establish a framework to effectively manage the integrated policing model, and include:

   • a process to jointly develop overall HRM-wide priorities, objectives, and goals relating to crime and public safety
     – not including internal administrative or business plans of the HRP and RCMP

   • a jointly-developed HRM-wide strategic policing plan for a seamless HRM-wide delivery of services
     – the Plan should include Key Performance Indicators (KPIs) built in to the priorities, objectives, and goals

   • effective integration

   • services are provided in a complementary and supportive manner

   • jointly reporting to the Board on HRM-wide policing, crime, and public safety issues, and priorities, objectives, and goals

   • KPIs

2. An Operational MOU between the two police agencies should address everyday management and supervisory issues through joint planning and protocols. The MOU should establish processes to effectively manage the integrated and related policing functions, and include:

• recognition of the challenges involved in working with agencies operating under different legislation

• the identification of the operational and deployment challenges and developing a consultative and supportive process to ameliorate the effects

• a process to jointly evaluate HRP/RCMP functions to assess the extent to which any additional integration can occur

Recommendation 3

The business plans (internal matters) for HRP should be a separate plan (from the HRM-wide crime and public safety priorities, objectives, and goals) developed with HRM and addressed separately by Regional Council, the CAO, and the Board.

Recommendation 4

The HRP staff performance measures can be based on outcomes reflecting the *priorities, objectives, and goals* of HRP, from both the policing service delivery and business plan, and also issues arising from the public attitude surveys.

The *Review* understands this initiative is in progress through the HRP HR section

Recommendation 5

The Public Attitude Surveys developed by HRP and Public Safety Canada should be conducted region-wide on a regular basis and the results should be used in developing *goals, objectives, and priorities*.

2 Intelligence-led Policing

INTELLIGENCE-LED POLICING or **e**vidence-based policing is an approach to community safety which capitalizes upon the gathering, research and analysis of a wide range of data and other sources to facilitate broad input to smarter policing strategies. Evidence-based policing optimizes targeting and minimizes randomness. It is an approach to controlling crime and disorder that is more effective and less expensive than the traditional response-driven models. It is an important element of a learning organization.

To be effective and efficient, evidence-based policing stresses regular, ongoing, consistent use of data analysis and research to inform policing decisions at all levels of the organization. A current example within HRM policing include the challenge of categorizing the significant amount of police resources allocated to *assist citizen* calls-for-service without any evidence of the value. The Literature Review section 5 addresses evidence-based policing.

Intelligence-led policing requires reliance on intelligence before decisions are taken. Tactical intelligence affects operations while strategic intelligence is used to set priorities, allocate resources within the organization and may influence policy.[27]

2.1 Background

In 1994, a data and mapping driven policing strategy known as CompStat[28] (computerized statistics) was formally introduced and implemented by the New York Police Department. With a strong emphasis on crime mapping and statistical analyses of crime data, CompStat increased awareness and capabilities of crime analysis.

Currently, most medium to large police agencies use CompStat or a similar process under a different name. HRM policing uses the term ComStat.

HRM policing utilizes a process of local and regional ComStat meetings: three HRP Patrol Divisions, and the RCMP District, leading to the region-wide senior level involving RCMP and HRP, for a total of five ComStat meetings every three weeks. The overall goal is to identify crime patterns requiring an orchestrated strategic response and evaluate the results at the following meetings. The regional meeting is chaired by the HRP Deputy.

The base of ComStat and intelligence-led policing is crime analysis. Operational Analyses typically comprise two functions:

- operational matters – crime patterns, trends, hotspots, serial offenders, and increasingly predictive patterns of crime
- investigative – specific cases and offenders

A third form of analysis is administrative, where the analyses are concerned with the organization, such as response to inquiries from the media or preparation of periodic or annual reports.

HRM police analysts are embedded in: Integrated CID, 7; HRP Patrol Divisions, 3; RCMP Lower Sackville, 2; CIS Nova Scotia,[29] 1.

The RTA can provide immediate support for investigations of recent or in-progress serious crimes.

The analyses include: geographic crime trends, serial crimes, potential suspects, persons of interest, and support for investigations. Crime-related information is provided to personnel via pre-shift briefings and emails, and the collation of overall crime analyses flows to ComStat.[30]

Generally, analysts have a degree in criminology and training and certification in analysis.

2.2 Findings

There was strong support for the crime analysis function, but it was observed there is no region-wide comprehensive process. It is reported there are

---

27 RCMP Criminal Intelligence webpage accessed April 2019

28 The terms CompStat and ComStat are used in the literature

29 Criminal Intelligence Service Canada (CISC) is an organization that provides the facilities to unite the criminal intelligence units of Canadian law enforcement agencies in the fight against the spread of organized crime in Canada. CISC is comprised of a Central Bureau located in Ottawa and a system of nine Provincial Bureaux which are located in each province, with the exception of Prince Edward Island whose interests are served by the Nova Scotia Bureau. The Central Bureau functions on a national scale and the Provincial Bureaux operate within provincial boundaries.

30 Knowledge Transfer and Data Analysis are described in the Literature Review chapter 5

no administrative analysts and crime analysts are reportedly reassigned to administrative analysis on an *ad hoc* basis as the need arises. The administrative analysis function provides information on organizational and planning issues. The crime analysts are specially trained and engaged to conduct analysis regarding trends and incidents and individuals. The administrative analyst role requires different research skills.

Administrative analysts serve a corporate support and planning role and, consequently, ideally would be assigned to the proposed Planning and Performance Section.

The Literature Review, section 6, Knowledge Transfer and Data Analysis, provides an overview of the crime analysis function.

Interviewees suggested that the preparation required for ComStat is significant, and the comparison of specific crime patterns from the previous meetings to assess whether previous responses have been effective could be more effective. The reporting of overall crime figures during the meetings may not be especially helpful. There were concerns that the benefit accrued from the degree of detail provided to attendees did not justify the amount of time invested.

Interviewees in HRM and with comparator agencies voiced support for the ComStat process, but suggested the process can become too cumbersome and the amount of research and preparation may not justify the outcomes.

Based on interviews with comparators, the most effective and recommended model comprises a two-tiered approach: local and regional. Based on this feedback and also on the views within HRM policing, the preferred model would be:

- Weekly local 'crime reduction' meetings within the HRP Divisions and RCMP District & Detachments to address local crime and public safety issues. Regional crime trends and more important issues can be carried forward to the Regional ComStat meeting which should be conducted every four weeks.
  - These crime reduction meetings are estimated to be 30 minutes

  - The outcome of the meetings, brief summaries, can be distributed to the Detachments and Divisions immediately

- Four-weekly ComStat meeting focusing only on the outcomes of the previous meeting's issues and the identification of, and responses to, new regional issues.
  - To emphasize the integrated nature of HRM policing, the ComStat meetings should chaired by the HRP and RCMP alternatively

External social factors and the relevant community agencies can be involved as required at the weekly and/or four-weekly meetings as appropriate. An overview of this concept is included in the Literature Review, section 3.2.3 HUBs – Jointly Located, Inter-Agency Support for Vulnerable Persons, and 3.2.4 Multi-agency Risk Assessment Challenges.

The changes in process can be made immediately. There will be savings in preparation time and travel time, and increased crime analysis integration

2.3 Recommendation 6

The HRP Divisions and RCMP Detachments should separately conduct weekly *local crime reduction meetings*, chaired by the senior rank, and attended by the crime analyst(s) and any other relevant staff.

- The weekly analysis should be disseminated immediately within the Division / Detachment and be:
  - targeted: customized for the audience
  - timely: the information must be current and and/or predictive
  - tactical: the audience must be able to act on the information immediately

The regional ComStat meeting should be scheduled every four weeks and be chaired alternatively by the HRP and the RCMP.

- The meeting should be focussed on regional issues or local issues where regional assistance is required, and the outcomes of the last meeting's initiatives assessed and new initiatives established

3 Call Management & Call Response Times

3.1 Background

HRM EMPLOYS A STANDARDIZED process for occurrence creation, initial response, and investigative follow-up that is similar to that of most emergency service agencies across North America. Calls from the public within the region are received in a centralized communications centre (Integrated Emergency Services IES) in Dartmouth, and triaged and dispatched to the RCMP or HRP based on the nature and location of the complaint.

Incidents related to policing and public safety are: dispatched for a police resonse, reports may be taken by phone, or referred to specialized units in the Investigation Division. Members of the public can also report a crime to the HRP through on-line reporting.[31] The Literature Review section 6.1 describes social media effects of on-line reporting. Communications centre staff are responsible for incident triage. They interview callers and make

decisions that determine whether police will attend the incident or not. Most calls received are queued for police response. The simplified incident flow chart below illustrates the process.

The communications centre provides police dispatch services and facilitates the activity of primary investigation units. Occurrences are dispatched based on priority with a suitable number of primary investigation and specialty units attending, based on the circumstances of each occurrence.

Incidents deemed to require a police response may be investigated and concluded by primary investigation officers. Other incidents requiring more detailed investigation are referred to follow-up investigators.

The integrated investigative sections (within the Criminal Investigation Division (CID)) receive new assignments either directly from the

---

31 https://www.halifax.ca/fire-police/police/reporting-crime/online-crime-reporting

communications centre, from primary investigation officers, or from self-generating processes within the Division.

The *Review* was unable to identify any Canadian standards for response times (either call-answer-dispatch or call-police arrival). The literature on police response times suggests that urban police agencies should aspire to a best practice of an average seven-minute urgent response time. Realistically, this usually implies a two-minute average dispatch time and a five-minute average travel time.[32] One police operational review report recommended *Establish a call processing time goal of one minute or less for priority 0, Priority 1, and Priority 2 Calls (not including queue time).*[33]

Inquiries with senior management at one of Canada's largest emergency services communications facilities revealed that while emergency response call answering and dispatch standards are well-documented for fire departments[34], but similar standards for police do not exist.[35]

Legal advice secured by the *Review* suggests that organizations should not establish standards which they cannot guarantee. For example, during extremely busy periods the desired response times may not be possible, and the organization would then be in breach of its own standards. Typically, rather than response times, agency standards address processes, policies, and procedures, which are under the control of the agency. The processes would ideally include time targets for dispatch and response times.

3.2 Calls-for-service Analyses Findings

The *Review* examined the Computer Assisted Dispatch (CAD) data from the Halifax Regional Integrated Emergency Services (IES communication centre) for the period January 1 to December 31,

2018. There were 199,380 CAD incidents created, of which 123,543 were calls from the community resulting in police being dispatched.

---

32 Demers, S. Vancouver Police Department Patrol Deployment Study. 2007
33 Found at http://www.winnipeg.ca/cao/media/imageLinks/OperationalReview_WPSFinalReport.pdf
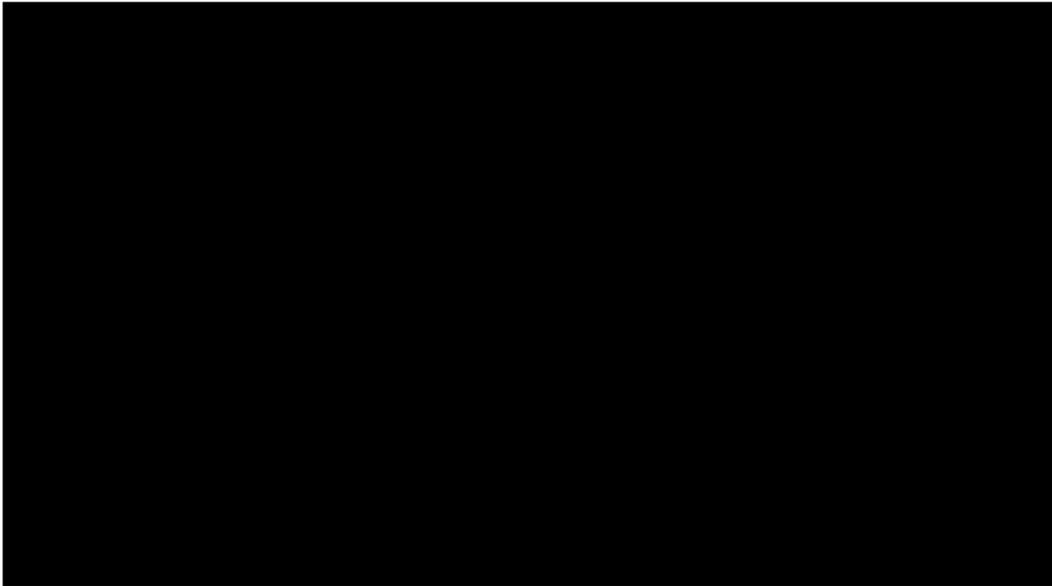34 National Fire Prevention Association, Standard #1221, sub-sections 7.4.1 and 7.4.2
35 perivale + taylor
36 HRP Policy Manual
37 HRP Policy Manual Chapter 2 Dispatch, 2.6.1
38 The 24-hour clock is used throughout the Report

3.3 Incident Analyses Findings

All dispatched calls-for-service; that is, calls from the public where the police responded, are included in a table in Appendix B. The table includes the numbers of incidents in each of the 97 categories of calls. The table includes the average *allocated time* from dispatch (through travel time, on-scene investigation, and follow-up investigation) to the police unit clearing the call and returning to *unallocated time*, and the total police time allocated to each category.

The table below represents to top ten most frequent calls for service:

|	Categories	Totals
1	Assist Citizen	11,186
2	Driving Complaint	8997
3	MVA* – damage	5543
4	Suspicious Person	4836
5	Alarm Commercial	4283
6	Noise Complaint	4259
7	Theft – not in progress	3998
8	Unwanted person	3815
9	Assist other agency	3566
10	Dispute – verbal	3433

* Motor Vehicle Accident

Assist Citizen

The most frequent incident – in total numbers and highest total time allocated is Assist Citizen:

- 11,186 incidents – ▮▮ of the total incidents
-
-
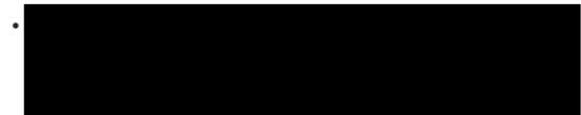
Based on the *Review's* experience, the incidents likely include keeping the peace, community problem solving, assisting citizens in some public-safety matter, or quasi-criminal matters. Consequently, the greatest single proportion of allocated time is not able to be analyzed. This issue is addressed in the recommendations. It is important to note that whatever the situations, it was judged that the police should attend to assist, and the number of resulting follow-up investigations (4967) indicates there were important public safety issues involved.

Calls for Service – Maintenance of Law and Order [39]

Many of the categories involve events which may not be criminal, but without police intervention can escalate into criminal matters. The table illustrates a variety of circumstances which may be so described, totaling over forty thousand incidents.[40] This reflects the number one trend issue identified in the Literature Review, that of vulnerable people. In addition, it is unknown how many of the criminal incidents involve persons in distress, intoxicated, drug addicted, or psychologically ill.

Alarms – Commercial, Residential, Hold-up

It is assumed that these alarms are false, as a genuine 'alarm call' would be reclassified to the applicable crime, typically a *break and enter*. Alarm calls include: 7504 incidents or ██ of the total incidents, ████████████████████████████████ and taking an average time of ██████████. The allocated hours will require the equivalent of ██ primary response FTEs.[41]

   HRM alarms are considered a Priority 2; however, comparator agencies, considering the high percentage of false alarms, unless there are other suspicious circumstances, classify alarms as Priority 3.

Transport

During the interview process the issue of the time transporting and guarding persons suffering from a psychiatric disorder was identified. The analysis shows a total of 675 transport incidents averaging ██ minutes, but the type of transport is not specified. It would be helpful if the incident category included the nature of the transport: person in custody, person apprehended for their protection, citizen requiring assistance, etc.

The recommendations below are policy and procedure driven. There should be no incremental costs other than staff time. If false alarm calls can be triaged by the alarm companies they may be cancelled prior to a priority 3 dispatch.

3.4   Recommendation 7

The IES should examine ways to reduce the average time from call receipt to dispatch for Priority 1 and 2 incidents through enhanced policies and procedures

- The call category *assist citizen* should be eliminated and replaced by the most accurate category

- HRP and RCMP should re-assess the priority of *alarm* calls

---

39 Nova Scotia Police Act section 35(1) Every municipality is responsible for the policing of and maintenance of law and order

40 The categories are highlighted in the Appendix table: assist Citizen, suspicious person, noise complaint, unwanted person, disputes, suicide, disturbances, liquor, threats, assist ambulance, missing persons, mental issues, harassment, child custody

41 Annual primary investigation FTE hours less annual leave, public holiday leave, training time, and 20% administration time

4 Allocated vs. Unallocated Time Study

4.1 Background

The measurement of the amount of time devoted to responding to calls from the public vs. other activities is an important tool in determining effective and efficient deployment. In this calculation, the terms *duty time*, *allocated time*, *administrative time*, *unallocated time*, and *proactive time* are used.

'Duty time' represents the number of officer-hours available during particular dates and times. If ten officers are assigned to a twelve-hour shift this generates 120 officer-hours of duty time.

'Allocated time' is the time spent by police officers on responding to calls from the public for police assistance, referred to as *calls for service*. One officer attending a call that lasts one hour generates one hour of allocated time, but a *two-officer police unit* on another call for one hour will generate two *hours* of allocated time.

'Administrative time' is based on the time devoted to pre-shift briefings and preparation, minor administrative tasks, meal breaks, and end-of-shift activities such as depositing property. Exact figures are not captured by CAD or other data systems. Estimated at 20 percent of the available duty-hour figure, this percentage is based on previous reviews which also used this percentage.

'Unallocated time' is calculated by duty time hours minus the total of allocated time and administrative time, and expressed as a percentage. *Unallocated time* is also referred to as *Patrol Availability Factor* (PAF).[42]

'Proactive time' is police initiated, through directed patrols from crime analyses or officer initiated. In this *Review* the proactive hours were derived from the category of 'proactive time' in the CAD data. Proactive time is dependent on there being a reasonable amount of unallocated time available.

A high percentage of unallocated time may suggest over deployment of resources; very low unallocated time may suggest under deployment which limits the ability to proactively address crime issues. Deployment models must also allow for reasonable minimum staffing levels providing officer and public safety.

Proactive policing is a best practice as it enables officers to use *unallocated time* to engage in self-initiated activities that can prevent or even suppress crime in community trouble-spots. Hot-spot policing represents an important approach that illustrates innovation in the level of focus it demands of the police agency to identify specific places where crime and disorder are concentrated, and then focus resources at these locations. The effectiveness of the hot-spots policing approach has strong empirical support.[43] [44] Proficient crime analysis is an essential foundation for effective hot-spot policing.

42 Patrol Availability Factor (PAF) is used in the literature
43 Braga 2001; Sherman and Weisburd, 1995; Weisburd and Braga, 2003. *The Effects of Hot Spots Policing* Anthony A. Braga, Andrew V. Papachristos & David M. Hureau. Pages 633-663 | Published online: 16 May 2012
44 *Weisburd 2004, p. 58*
45 Robert Prosser & Associates. *Audit Report on Police Patrol Staffing Requirements*
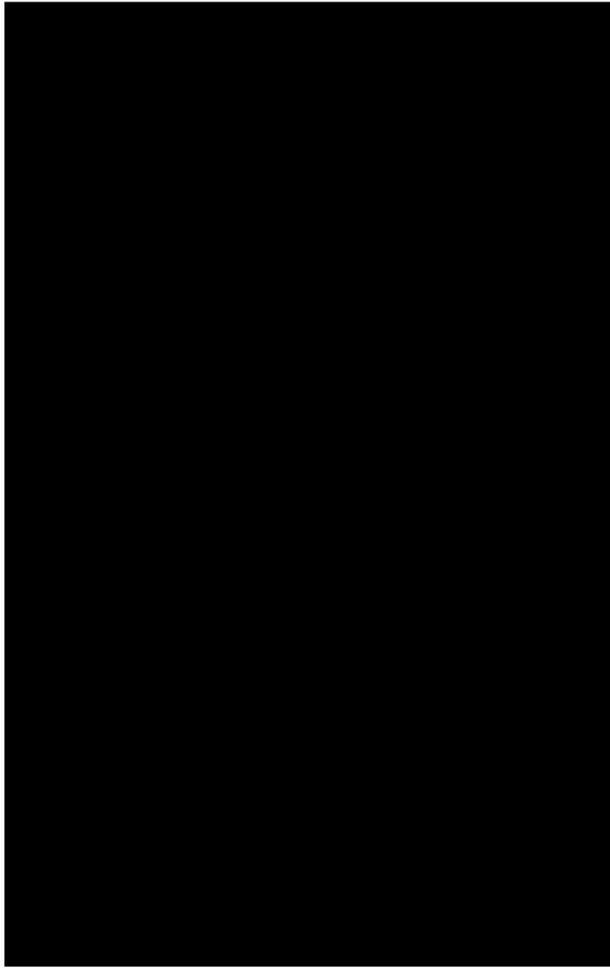
4.2 Findings

-
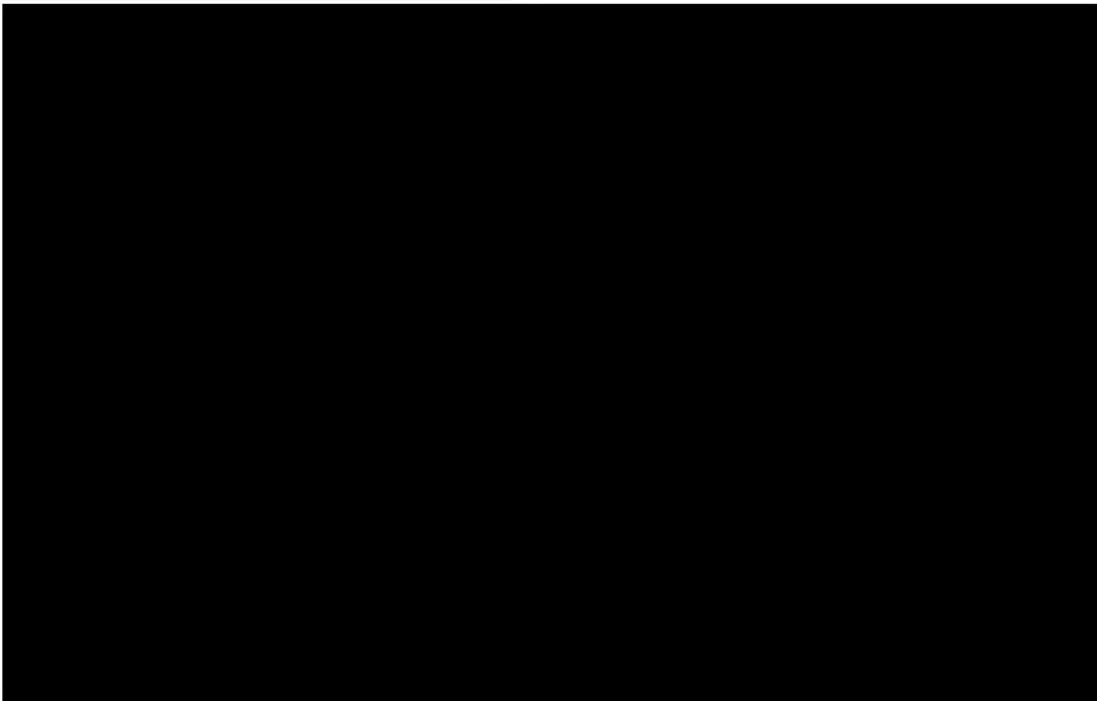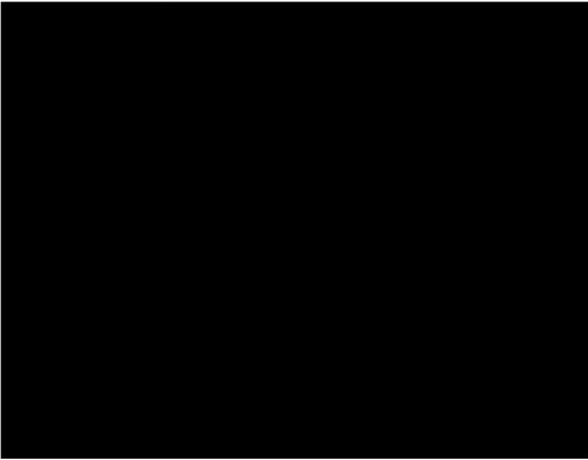
The cost for calculation of the Allocated time depends upon the approach taken. In-house process development for tracking and computation would require investment of staff time, training for staff and management in the use of new programs and, possibly, purchase of commercial software.

It is important to consider that the primary investigation function comprises approximately 44%[46] of the HRP sworn staff and 55%[47] of RCMP Regular Members, and consequently represents a significant portion of the organizations' resources. Even small improvements in deployment may represent significant improvements in effectiveness, efficiency, and long-term personnel costs.

4.3 Analyses – Allocated, Unallocated, Administration, & Proactive Times

The bar chart below illustrates the total Allocated, Administrative, and Unallocated times by percentages for the six larger HRM policing jurisdictions (three HRP Divisions and three RCMP

Detachments). The vertical axis represents the percentage of the times.

Similar bar charts in Appendix C represent calls for service (allocated time), administrative time, unallocated time, and proactive times (police initiated) for the HRM policing areas during 2018.

The appendix also includes tables illustrating the allocated, administrative, and unallocated times by hour for each of the HRP Divisions and the three larger RCMP Detachments.

4.3.1 Area Summaries – urban & suburban

CENTRAL DIVISION

COLE HARBOUR DETACHMENT

---
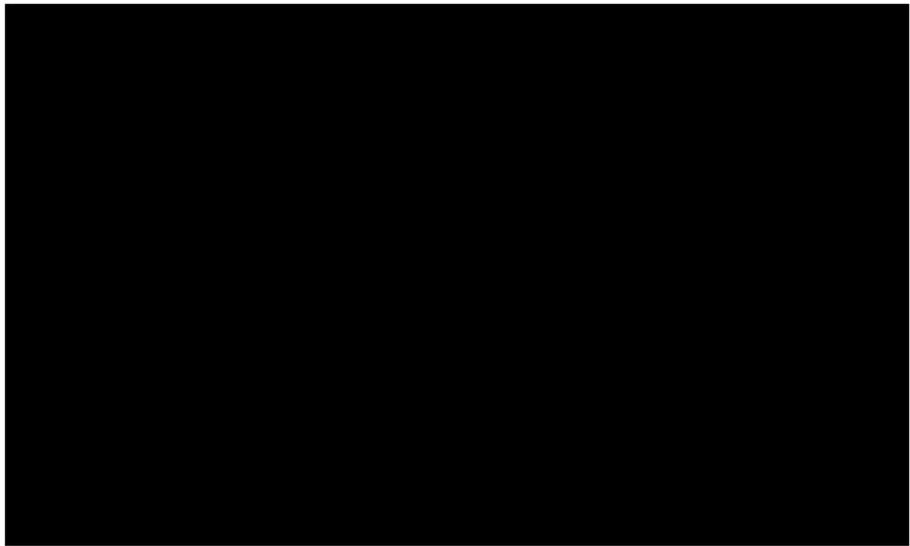
46 HRP Staff Establishment Report, September 2018
47 RCMP Organization Charts May 2018

EAST DIVISION

LOWER SACKVILLE DETACHMENT

TANTALLON DETACHMENT

WEST DIVISION

4.3.2 Area Summaries – Smaller Detachments

MUSQUODOBOIT HARBOUR
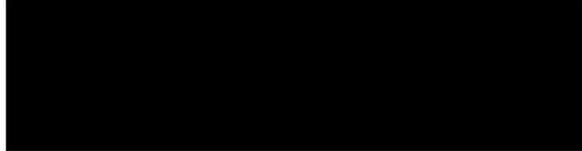
NORTH CENTRAL

SHEET HARBOUR
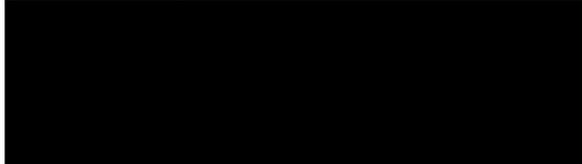
NORTH PRESTON
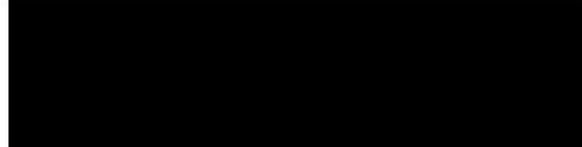
4.4 Findings
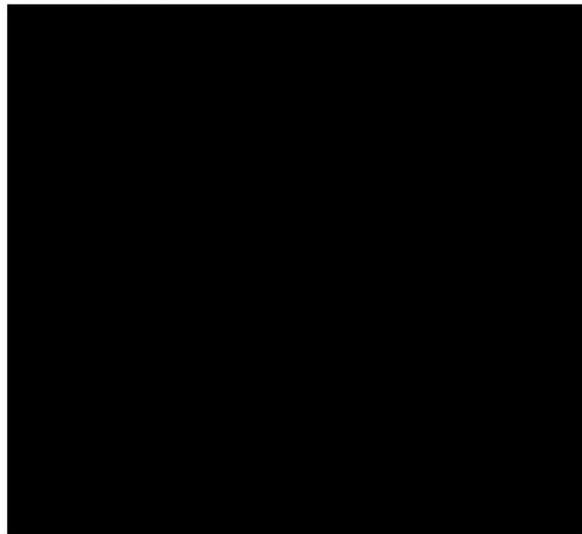
Generally, there is sufficient unallocated time for directed patrols based on crime analysis and follow-up investigations.[48]

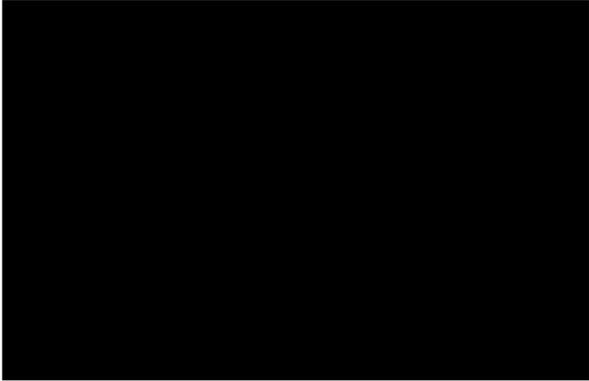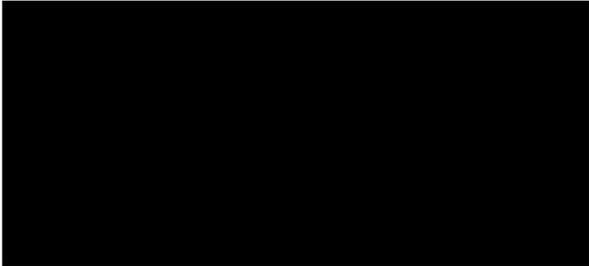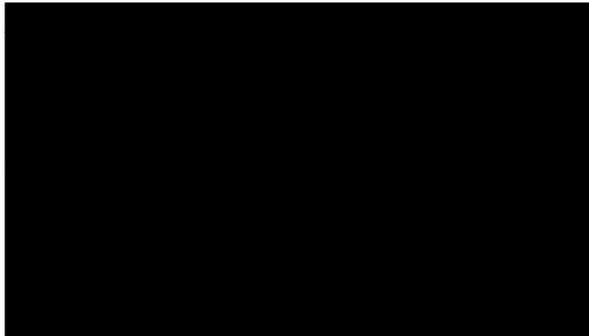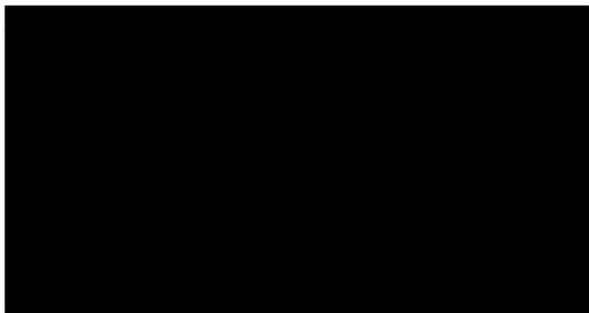Additional plots and bar charts could be created covering any desired set of criteria: for other timeframes, for a district, a zone, a season, weekends, for particular incident types, or for any other set of criteria. The data for these illustrations come from the HRP CAD system. These types of analysis could be created and used on a periodic basis and be of value in strategic planning, operational planning, and primary investigation deployment.

Visual interpretations such as the surface plot can be of strategic planning value to police executives. At the operational level, police managers can use them to inform their long-term deployment decisions.

The bar graphs in Appendix C, illustrating allocated time by the hour for each policing area, can be referenced by managers and supervisors in considering the need for call-outs, overtime, minimum or maximum staffing levels, and for shift planning.

4.5 Recommendation 8

Call load and allocated/unallocated time analytical processes should be established, and these analyses be conducted at least annually.

---

48 Note: The majority of follow-ups, 54,349 (80.9%), were conducted by primary investigation officers. See chapter 5.1

5 Occurrence Report File Management

5.1 Background

Reference for this section is the flow chart in section 3.1. If an incident cannot be resolved in the first instance by attending primary investigation officers, the incident is flagged for follow-up investigation by other primary investigators or by an investigative unit (such as the integrated CID or specialized investigative units) and the incident details are transferred from CAD to the records management system (RMS). Officers' investigative follow-up activities are then tracked through the RMS.

A total of 67,154 incidents were sent for follow-up in 2018. Of these, 54,349 (80.9%) were conducted by primary investigation officers. The most common incident sent for investigative follow-up was an "Assist Citizen" (ACIT), totaling 4,967. Motor vehicle collision reports account for 8,675 follow-ups, and thefts for 3,748. The ten most common follow-ups accounted for 45.5% of the total.

The top ten follow-up incident categories are shown below.

HRM Police Top Ten Follow-up Investigations 2018			
Code	Type of Incident	Number	Percentage of all follow-ups
ACIT	Assist Citizen	4967	7.4%
MVPD	MVA* – Property Damage	4512	6.7%
THEN	Theft – Not in progress	3748	5.6%
DRIV	Driving Complaint	3358	5.0%
PROP	Lost/Found Property	2586	3.9%
SUIC	Suicide - Attempt	2526	3.8%
OTCC	Other Criminal Code	2494	3.7%
MVIF	MVA- Injury – Fatality	2160	3.2%
DISP	Dispute (verbal)	2154	3.2%
MVHR	MVA*- Hit & Run (Damage)	2003	3.0%

* Motor Vehicle Accident, Property Damage

The most prevalent investigative follow-up request was for *Assist Citizen* incidents. As described in Chapter 4, *Assist Citizen* calls-for-service incidents account for 11,186 incidents, or 9% of the total incidents, and 31,660 allocated hours, or 13.7% of total allocated time. Based on the *Review's* experience, the incidents likely include

'keeping the peace', community problem solving, assisting citizens in some non-criminal matter, or quasi-criminal matters. Consequently, the greatest single proportion of allocated time is not able to be analyzed. Threat and crime analysis opportunities are being lost as it is not possible to identify trends and patterns for a significant number of incidents – equally, the recommended response to such analysis.

The same issue is repeated in the investigative follow-up process, where this category accounts for 7.4% of the follow-up total but there is no ability to determine the types of investigations.

The use of Assist Citizen creates a significant blind spot in HRM policing's analysis capabilities. A previous recommendation, 7, proposes the Assist Citizen category be eliminated and the most accurate call category used.

When primary investigators determine incidents require further follow-up investigation, they conclude the CAD incident and move a copy to the RMS. The RMS system (Versadex) is a distinct software application from CAD (VersaCAD).

In some jurisdictions in Canada this transfer of basic incident details from CAD to RMS is automatic.[49] In HRM the RMS follow-up case initiation takes place under the manual direction of the primary investigators selecting CAD incidents and copying the details to RMS.

---
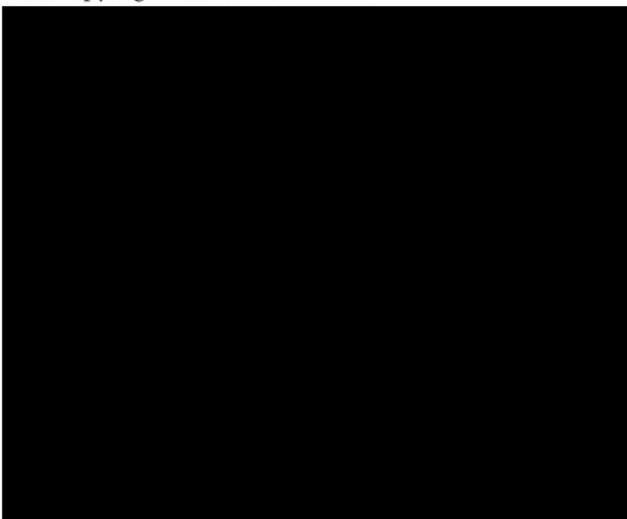
49 The RCMP Computerized Integrated Information Dispatch System (CIIDS); and some implementations of VersaCAD and Versadex
50 The system allows these dates to be changed, a source of potential error, which is addressed in Recommendation 9

5.2 Investigative Process

HRM investigators follow a standard follow-up investigative model. Cases for follow-up are directed from the quality assurance process (QA) to a particular investigative section or unit, where they are reviewed by a supervisor in charge of case assignment. The cases are then assigned using internal criteria to an investigator, or occasionally a group of investigators.

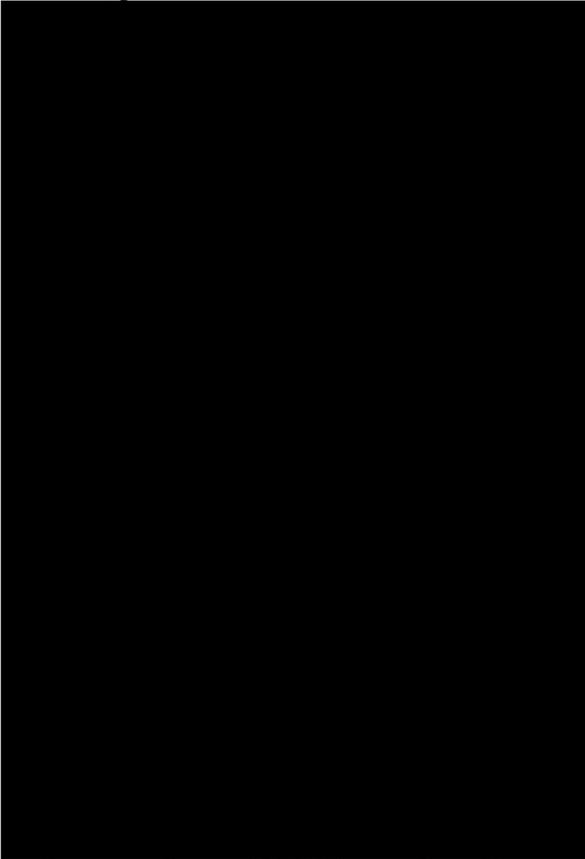Diary dates (deadlines) accompany each assignment. If these diary dates are not met then this generates a notification for both the supervisor and the investigator.

A case may be concluded in a number of different ways. 'Concluded by charge' indicates that the investigation has resulted in a criminal charge and that the case will likely be proceeding to court. Other case dispositions include 'unfounded' and 'insufficient evidence to proceed'.[51] Cases still under investigation are flagged and held over with milestones noted by diary dates. Supervisors monitor their investigators' cases to ensure that investigations are completed or concluded appropriately, in a timely manner.
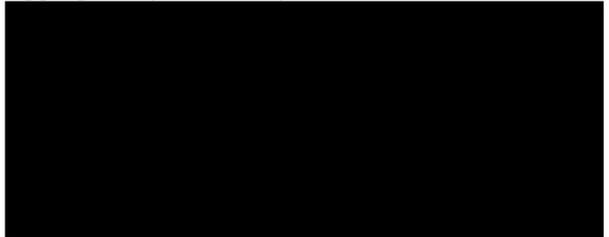
5.3 Sections and Workload

Investigative sections within HRM have an average workload for a large police agency, and reasonable case conclusion times.[53] Dispositions of cases similarly reflect what the *Review* team has found in other mid-to large-sized police agencies.

Investigations in complex areas of police work (for example: drugs, digital forensics, homicide, sexual offences) are assigned to specialized sections within the investigation division. In 2018, investigative sections were assigned 12,805 cases for follow-up, and 8,159 cases resulted in at least one criminal charge.

5.3.1 Criminal Investigation Division (CID)

HRM's general follow-up investigation is performed by the integrated CID.

In 2018, CID handled 6,706 follow-up cases,[55]

---

51 'Unfounded' is distinct from "insufficient evidence to proceed" as the latter reflects the investigator's opinion that the case is founded but without sufficient evidence at this time. There are a total of 22 case disposition codes. This is normal for any modern police agency.

52 Records retention is subject to provincial and federal legislation. Serious cases such as homicides are retained indefinitely, for example, while theft cases are held for only 5-7 years

53 *perivale + taylor* reviews

54 HRP figures Staff Establishment Report September 2018; RCMP figures Organization Charts May 2018

55 A multi-faceted case may be assigned to more than one unit. The number of RMS cases may exceed the number of incidents referred from CAD. For example, an assault investigation may create a drug trafficking case if this information comes to light during follow-up of the assault case

generating 9,265 tasks, of which 7,587 were concluded, and 1,678 tasks remained unconcluded and 'in progress'. CID generated 1,475 cases 'concluded by charge' which is a typical number and percentage.[56]

5.3.2 Other Investigative Sections

The top-ten sections handling follow-up cases, by number of requests, are illustrated in the table below.[57]

Section	Description	Number
IDENT	CID, Investigative Support Operations, Forensic Identification	1958
FRAUD	CID, General Investigation Section, Fraud	1034
COMCRT	Support, Commissionaires, Courts	963
DRUGS	CID, Special Enforcement Section, Drugs	693
VICE	CID, Special Enforcement Section, Vice	472
SA2	CID, Special Investigation Section, Sexual Assault	443
SA1	CID, Special Investigation Section, Sexual Assault	374
TRAF	Traffic	349
IGGU	CID, Special Enforcement Section, Integrated Gang & Gun Unit	328
EQRU	East Quick Response Unit	322

It is important to note that case workload in a specialized investigative unit is distinct from efficiency or productivity. Some units (for example, homicide, which did not receive enough follow-ups to be listed in the table) handle a small number of serious cases.

5.3.3 Task Intake Rates

Task intake rates differ greatly amongst investigative sections. Tasks are related to cases, but tasks rates tend to be slightly higher, as some cases can generate multiple tasks.

Some sections, such as Forensic Identification, receive an average of 236.5 new tasks per month, with a range from 432 in January to 154 in December. These task counts are understandable, as most police investigations involve some form of forensic analysis.

The overall average task intake rate for an investigative section is 26.4 new tasks assigned per month. The standard deviation on this average, however, is rather large at 6.3.[58] This confirms the variability of intake numbers amongst specialized investigative sections.

---

56 *perivale + taylor* reviews

57 Excluded from the table are 8,391 cases processed by HRP's Court Liaison section, which deals with all cases proceeding to court. This is not investigative follow-up work; rather it is characterized as liaison work between HRM and the provincial/federal prosecutorial service.

58 Standard deviation (SD) is a measure of the accuracy of the average. A higher standard deviation means that the average as calculated is less reliable. Here, 6.3 can be interpreted as meaning that the average figures per month are reasonably accurate, but that the sections display moderate variability.

The table below illustrates the overall HRM task intake rate for investigative sections per month.

Task Intake per Month 2018 Investigative Sections	
January	39.4
February	34.0
March	29.5
April	24.9
May	28.2
June	28.7
July	24.9
August	25.1
September	26.2
October	23.5
November	17.2
December	14.9
Average	26.4
Standard Deviation	6.3

5.3.4 Timelines

The *Review* analyzed HRM CAD/RMS data to determine the investigative delays for the case intake process, which were computed in units of days. This analysis was performed for each investigative section. The delay is represented by the difference between the first investigative assignment of the case and the reported date of the incident.

The data sets contain *outlier* values. 'Outliers' may be defined as data values which are inordinately different from the majority of others. In the policing context, these values may be caused by any number of factors: cold cases, cases which are delayed due to waiting for witnesses, complainants, or Crown Counsel; delays in obtaining laboratory services for forensic analysis; complex cases which require research, and other events which cause unusual delays.

The *Review* analysis analyzed the follow-up records of each case, and of each task arising from

a case, to find the earliest date for that case. This was used as the *originating date* for that case.[59] The methodology then looked at the tasks for each case to find the newest (or most recent) date for the case. The time span in days between the originating and newest date was calculated as the *age* of the case.

For all investigative sections, the average age of the most recently assigned cases is 9.5 days. The average age of the oldest outstanding cases is 243.4 days. The average age of in-progress cases is 59.2 days.

For the CID sections, the average newly-assigned case is 16.5 days, the oldest in-progress case 310.6 days old, and the average in-progress case is 79.7 days.

Forensic Identification also possesses a significant average monthly intake, and this reflects the reliance of modern investigations on science. Forensic Identification also has the greatest number of outstanding cases (at 1,688), the newest case is 0 days old, the longest outstanding case 410 days old, and the average case is 86 days old.

Specific figures for newest, oldest, and average case age are shown in the table below. Appendix D includes a list of all cases.

Investigative Sections – Case Ages			
Section	Newest Case Age(Days)	Oldest Case Age (Days)	Average Case Age (Days)
All Investigative Sections	0.0	434.0	59.2
CID	0.0	410.0	79.7
Forensic Identification	0.0	410.0	86.0

Forensic Identification and HRP Support Commissionaires represent the sections with the largest annual intake of new cases. Other sections with a relatively high case intake include CID Fraud, CID Drug Unit, CID Sexual Assault Investigations, the Integrated Gang and Gun Unit, and CID Vice.

---

59 The originating date for a follow-up case was usually very close to the date that the incident was originally created in the CAD system. Patrol officers dealt with the incident in the field, and then submitted it for follow-up

The table below depicts the investigative sections with the highest intake counts, accounting for 80%. Appendix D includes a table listing all cases.

Highest Case Intake Counts 2018		
Section	Description	Number
COURTS	Support , Court Section	8391
IDENT	CID, ISO, Identification	1958
FRAUD	CID, GIS, Fraud	1034
COMCRT	Support, Commissionaires, Courts	963
DRUGS	CID, SES, Drugs	693
VICE	CID, SES, Vice	472
SA2	CID, SIS, Sexual Assault	443
SA1	CID, SIS, Sexual Assault	374
TRAF	Traffic	349
IGGU	CID, SES, Integrated Gang & Gun Unit	328

5.3.5 Charges Laid Per Month 2018

The table below illustrates the number of charges laid per month by HRM investigative sections.

Month	Number of Cases 2018 Concluded by Charge
January	1312
February	1458
March	1166
April	692
May	760
June	715
July	792
August	829
September	873
October	873
November	1002
December	839

5.4 Findings

The use of the ACIT (assist citizen) incident type masks the true nature of follow-up investigations making analyses impossible (This issue is addressed in a previous recommendation).

Tombstone CAD data can be mistakenly altered when files are transferred to RMS.

The investigative workload and timelines are normal.[60]

5.5 Recommendation 9

HRP IT, in consultation with HRP and RCMP, should review the process by which CAD incidents are concluded and sent for follow-up through transfer to RMS; and put changes in place to ensure key tombstone data from CAD cannot be mistakenly altered.

---

60 *perivale + taylor* reviews

6 Staffing

6.1 Background

THE STAFFING COSTS OF Canadian police agencies are typically approximately 80% of the budget; consequently, having the appropriate level of staffing is the most significant budget factor. The following tables provide comparisons nationally, provincially, and with a number of selected police agencies regarding staffing levels and types, and staffing rates by workload.

Composition of HRP Staff 2018 [61] compared to Canada [62]

	Number of personnel	% of all HRP personnel	Canada % of all personnel
Police officers			
Senior officers [63]	13	1.7 [65]	2.7
Non-commissioned officers [64]	78_	10.4	18.1
Constables	440 [66]	58.7	49.6
Total	531	70.9	70.4
Civilian personnel	218 [67]	29.1	29.6
All	749		

Composition of HRP of sworn/civilian staff ratio 2017 [68]

Comparator agencies[69]	Number of Civilian staff	Number of police to one civilian
HRP	218	2.4
Agency A	699	2.4
B	681	3.0
C	478	3.0
D	211	2.1
E	161	2.4
F	94	2.4
G	50	3.5
H	42	2.2
	Average not including HRP	2.6
	Standary Deviation	0.4932
	Median	2.4

Provincial comparisons of 2018 HRP sworn staffing levels by rank [70]

	Senior officers [71]	Managers & Supervisors [72]	Constables
	Percent	Percent	Percent
HRP	2.4	14.7	82.9
British Columbia	2.9	27.4	69.7
Alberta	2.3	27.1	70.6
Saskatchewan	2.9	30.6	66.4
Manitoba	2.5	25.1	72.3
Ontario	2.9	21.4	75.7
Quebec	6.4	26.9	66.7
New Brunswick	3.7	28.6	67.8
Nova Scotia	2.7	23.8	73.4
PEI	3.1	27.4	69.5
Newfoundland	3.3	26.2	70.5
Average not including	3.27	26.45	70.26
Standard Deviation	1.108	2.422	2.798
Median	2.9	27	70.1

Provincial comparison of 2018 HRP sworn staffing levels to per 100,000 Population [73]

Provinces	Number of police per 100,000 population
PEI	146
New Brunswick	162
Newfoundland	172
Alberta	175
HRM [74]	181
Ontario	183
British Columbia	186
Quebec	189
Manitoba	192
Nova Scotia	192
Saskatchewan	201
Average not including HRM	180

HRM 2018 Dispatched Police Calls for Service and Comparator Agencies

The comparator measurements capture dispatched calls per-agency officer and patrol officer. The table indicates dispatched calls per agency officer, and, in some cases when the data were available, also

61 HRP Business Plan 2018, not including school crossing guards
62 Statistics Canada 2017 Police Resources in Canada
63 Chief, Deputy Chief, Superintendent, Inspector
64 Sergeants, Staff Sergeants
65 Note: if a second deputy position was added the ratio would be 1.9%
66 For the purposes of this table the union president position is included
67 HRP May 2018
68 *perivale + taylor* Survey of eight comparator agencies
69 *perivale + taylor* 2017
70 Statistics Canada Police Resources in Canada 2017
71 Chief, Deputy Chief, Superintendent, Inspector
72 Sergeants, Staff Sergeants
73 Statistics Canada Police Resources in Canada 2017
74 Statistics Canada Census 2016 pop' of 403,390 and HRM 730 authorized police positions 2018

dispatched calls per patrol/general duty officer.[75] The figures are determined by dividing the total number of dispatched calls-for-service by the total number of agency sworn staff and the total number of sworn staff assigned to the patrol or general duty functions. The HRM figures are highlighted and are based on the *perivale + taylor* 2018 CAD analyses.[76]

Dispatched Call-for-Service per Agency Officer & Patrol Officer		
Comparator agencies[77]	Dispatched calls per Agency Officer	Dispatched calls per Patrol G/D Officer
Agency 1	326	699
2	228	
3	224	
4	170	408
HRM	169	357
5	167	423
6	166	
7	141	
8	135	260
9	100	288
10	89	
Median	167	

The calls-for-service numbers do not include police-initiated events such as: traffic stops, foot patrol, and proactive initiatives.

TIERED POLICING

The concept of tiered policing has been explored in various ways. In England and Wales, Police Community Support Officers (PCSO) were introduced in 2002. Chief Officers are able to appoint suitable support staff to provide a visible presence in the community 'with powers sufficient to deal with minor issues'. PCSOs make up about 10% of the staffing in UK police agencies. Since the introduction of PCSOs, clarity has emerged as how to maximize their effective deployment which centers on two primary factors, namely intelligence informed understanding of what is meant by the term 'community' and, secondly, ensuring PCSOs do not become a first response resource. Full integration of PCSO and police officer deployment is seen as essential to the success of community-neighbourhood policing.

In Canada, the Vancouver Police Department includes Special Municipal Constables as jail guards, traffic authority (traffic control), and community safety officers who 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. A person is hired and trained to work in all three positions, and starts as an auxiliary employee.[78]

The advantages include the opportunity for greater staffing diversity and diverting tasks not requiring full police powers, and there is a potential for cost savings.

As an alternative approach, the HRP and RCMP currently contract with the Corps of Commissionaires to perform a number of support roles, including parking enforcement and removal of illegally parked cars. As part of a long-term plan, the Commissionaires' functions could be expanded to include a second tier of service.

The Literature Review section 2.6 includes discussions on private security supporting police functions.

EXECUTIVE ORGANIZATION CHART

The executive level of the HRP currently includes the Chief, Deputy Chief, and three Superintendents reporting to the Deputy (for the purpose of this discussion the Executive Officer position is not included). During the *Review* there was frequent mention of a potential second deputy position being added. It poses the dilemma of three superintendents reporting to two deputies – one with two reports and the other with one-on-one reporting.

SUMMARY

The composition of the HRP staff, rank levels, sworn, and civilian, is similar to the national averages, but the HRP has a greater ratio of police practitioners compared to supervisors and managers.

---

75 HRP figures Staff Establishment Report September 2018; RCMP figures Organization Charts May 2018 and Halifax District April 2019; comparator figures *perivale + taylor* 2017

76 CAD analysis indicates 123,543 HRM calls for service

77 *perivale + taylor* 2017

78 Found at https://joinvpd.ca/special-municipal-constable/?_ga=2.263456396.1689864319.1557671919-615761289.1557671919 April 2019

The HRP ratio of civilian staff compared to sworn staff is slightly lower than the national average, 2.4 police per civilian compared to 2.6. The integrated nature of HRM policing has some HRP civilian staff (IES, Central Records, Property and Exhibits, Prisoner Care Facility) providing services for HRM-wide policing.

Comparison of HRM 2018 police staffing levels to provincial per 100,000 populations is close to the national average and slightly below the Nova Scotia average.

The number of HRM-wide dispatched calls per agency officer (169) is slightly higher than the median (167). The value of the comparison is limited due to the small number of comparator agencies.

There is an opportunity, long term, to expand the tiered policing model, currently in place with the Corps of Commissionaires, to remove some of the important but routine tasks from sworn officers.

The consideration of the second deputy position would require a business plan and the reorganization of the HRP organization chart to create reasonable span of control and avoid one-one-one reporting.

6.2 Staffing Methodologies

6.2.1 Learning Organization

A learning organization is an organization skilled at creating, acquiring, and transferring knowledge, and at modifying its behavior to reflect new knowledge and insights.[79] The learning organization should encompass the acquisition and distribution of information which both informs enhanced operational policing, such as evidence-based policing, ComStat data or program information on policing concepts, and should also support effective management and personnel welfare and morale.

The HRP has qualified and experienced staff and work units to further the concept. An adjustment in the organization chart and reporting can create an appropriate form and function to support a learning organization. Currently, the functions of research, planning, audit, and performance management are located in different areas and under different reporting routes.

The Audit and Oversight function currently comprises one Staff Sergeant and two Sergeants, and reports to the Chief's Executive Officer.[80]

Creating a section to support the learning organization can be accomplished with no incremental costs other than the staff time required. The change can be made in 2019 and there should be no challenges or issues as this is a rearrangement of the organization chart.

RECOMMENDATION 10

The Audit function should be moved from its current organization position reporting to the Executive Officer, and report to the Planning and Performance Section, in order to create a unit of 'associated tasks' with the form and function of research, planning, audit, and performance management, allowing for a feedback loop at any point in the process.

RECOMMENDATION 11

The Operational Planning Section should be renamed the Planning and Performance Section and assume an organization-wide function including research, planning, audit and oversight, and performance management.

- The Manager leading the Planning Section should report to the Chief of Police
- The operational planning function should move to the Operations Support Section

6.2.2 Allocated Time Staffing

79 Harvard Business Review
80 HRP Organization Chart September 2018, and HRP Staff Establishment Report September 2018

RECOMMENDATION 12

The staffing and deployment of primary investigation resources (HRP Patrol Divisions and RCMP General Duty) should be relatively consistent with the temporal workload as identified in the *Review* Allocated Time Study.

6.3 Civilianization

Civilianization of police services is a term used to describe the identification of tasks and responsibilities currently performed by sworn police officers that could be carried out by non-sworn, civilian personnel. Some argue that a readjustment of responsibilities between police and civilian personnel may result in increased effectiveness and economic efficiency in the delivery of policing services.[82] On the other hand, others caution that civilianization must be implemented in a way that is mindful of those duties that require sworn officers and in ways that ensure the police service and the work environment would benefit from the integration of civilian personnel.[83] [84]

A number of interviewees recognized value in the administrative experience for senior ranks.

Civilianization also provides the employment of a pre-qualified and trained person who has selected the role as a career. Also, there is no learning curve upon appointment and a greater chance of longevity in the position.

The greatest recent changes have been the civilianization of management/professional positions, including managers, administrators, systems/computer analysts, and other skilled personnel. For example, the United Kingdom (UK) has a 41% civilian rate or 1.4 police per civilian staff,[85] including the role of Scenes of Crimes Officers (SOCO)[86] was civilianized a number of decades ago. In HRM, the HRP recently hired a qualified civilian as a forensic examiner.[87]

---

81 Collective Agreement April 2015 – March 2020, HRM and HRP, Article 7

82 Griffiths 2014

83 Morrell 2014; Peak 2010

84 Statistics Canada Police Resources in Canada 2015

85 Skinns, L. Police Custody: Governance, legitimacy and reform. Rouledge Taylor & Francis Group. London. 2011

86 Now referred to as Crime Scene Examiners (CSE)

87 HRP Job Description 2018. Reporting to the Sergeant in charge of Forensic Identification Section (FIS) the Civilian Forensic Technician is responsible for detecting, collecting, preserving and protecting physical evidence and fingerprints. In addition, the Civilian Forensic Technician takes photographs and videos as required, composes technical drawings of crime scenes, and testifies in court regarding evidence collected

A review of selected police departments in Canada and the US revealed that:[88]

- civilians are filling a wide variety of positions in police departments that were traditionally occupied by sworn police officers

- in many police departments, there are mixed units comprised of sworn and civilian members

- there are civilians in executive and senior management positions in police departments

- there are police departments with sworn members in charge of mixed sworn/civilian units

- there are police departments in which sworn members report to civilian managers

The *perivale + taylor* survey above indicates there is no relationship between the size of the agency and the degree of civilianization. The HRP ratio is difficult to calculate as some of the HRP support functions (such as central records, detention, IES) support a combined police service of 730 officers (531 HRP and 199 RCMP).

The Literature Review section 3.2.2 includes a discussion on civilianization.

In all civilianization decisions, the following issues and challenges arise. The salary ranges are usually similar in management or specializes areas. In cases where the function is largely clerical, there are likely to be savings. The timelines can be in concert with retirements, promotions, and changes to the organization chart. A potential criticism could be the traditional view that sworn officer experience is required, or that it is valuable experience for officers. However, this reduces positions to a series of incumbents who are learning on the job before being transferred out, and creates continuous turnover. The strategy will be to point out this argument has been made throughout the civilianization process.

6.3.1 Executive Leadership and Management

Currently, the HRP executive comprises three-levels and five positions where three superintendents (Patrol, Investigation, and Administration) report to the deputy chief.

As policing functions have become administratively technically and scientifically more complex, the essential corporate service functions have, likewise, increased in importance. Currently, the Administration Division (corporate services), employs specialized administrative and technical staff reporting to a sworn officer, a superintendent.

It cannot be assumed that a senior police officer is likely to possess the skills, knowledge, and abilities (SKA), plus the lengthy experience essential to lead corporate services in supporting a $90m organization with over 700 staff and multiple functions and facilities. The executive leading finance, budget, human resources, facilities, and technical functions requires the SKA of an experienced executive along with education such as a Master's Degree in Public/Business Administration and considerable senior-level experience as an administrator, department head, or similar position.

Such experience and knowledge would mean the executive management team would encompass a broad range of experience and skills, including a non-police perspective, which would add organizational and public value to senior corporate decisions.

In comparison, the Royal Newfoundland Constabulary has two deputy chiefs and one Executive Director (deputy equivalent) of Support Services, with a sworn staff of 420;[89] and the Vancouver Police Department has five superintendents and two civilian senior directors (superintendent equivalent), with a sworn staff of 1300.[90]

RECOMMENDATION 13

The Administrative Superintendent position should be replaced by a civilian Executive Director at the Deputy or Superintendent level.

6.3.2 Information Management

Informatics is a highly specialized area. Competent leadership of the informatics function requires a high level of technical skill and experience in the field. Ideally, management will possess formal education in computing and information technology, with specific qualifications in relevant

---

88 Griffiths, C. Simon Fraser University. Civilianization in the Vancouver Police Department 2006
89 *perivale + taylor* 2017 and RNC website
90 Vancouver Police website, organization chart 2018

areas such as networking, databases, project management, application development, policy development, and information security.

Notwithstanding the effectiveness of current staff, when these staff leave their positions, few, sworn officers will possess the required knowledge, skills, education and experience. In comparison, a police agency of similar size has a civilian information technology manager [91] and police agency of 1300 sworn officers has a civilian information technology manager [92]

RECOMMENDATION 14

The sworn Manager (Inspector and Staff Sergeant) positions of Information Management positions should be civilianized by a director at the Inspector level and manager at the Staff Sergeant level.

6.3.3 Human Resources Management

Human Resources is a specialized area, requiring training, certification, and relevant background and experience. Notwithstanding the effectiveness of current staff, when these staff leave their positions, few sworn officers will possess the required knowledge, skills, education and experience. The salary range will be similar. The timeline can be in concert with retirements, promotions, and changes to the organization chart. A potential criticism could be the traditional view that sworn officer experience is required, or that it is valuable experience for senior officers. The strategy will be to point out this argument has been made throughout the civilianization process. Further, it reduces the position to a series of incumbents who are learning on the job before being transferred out, and creates continuous turnover. A police agency of similar size has a suitably qualified civilian HR manager [93]

RECOMMENDATION 15

The manager (Inspector and Staff Sergeant) positions of human resources should be civilianized by a director at the Inspector level and civilian manager at Staff Sergeant level.

6.3.4 Planning & Performance Management

Research and planning is a highly specialized area. Despite the extensive operational planning experience of many police officers, few will possess the necessary statistical and formal analytical skills necessary to conduct effective research, strategic planning, and, essentially, academic work, which will lead to truly creative and effective new programs.

Competent leadership of the research and planning function requires a high level of technical skill and experience in the research field. Selection of this senior manager is critical to the success of the research and planning function and its ability to positively contribute to the effectiveness of the police service.

The salary range will be similar. The timeline can be in concert with retirements, promotions, and changes to the organization chart. A potential criticism could be the traditional view that sworn officer experience is required, or that it is valuable experience for senior officers. The strategy will be to point out this argument has been made throughout the civilianization process. Further, it reduces the position to a series of incumbents who are learning on the job before being transferred out, and creates continuous turnover.

RECOMMENDATION 16

The manager of the proposed Planning and Performance Management Section should be a civilian director at the Inspector level.

6.3.5 Records Management

The lead position of the Records Unit is a police sergeant, supervising ten civilian staff engaged in records management.[94] The powers of a peace officer are not required for this position. The sergeant is regularly removed from the position for mandatory police training and certifications to the records function. In a similar-sized police agency, central records of 54 staff lead by a civilian manager,[95] and a larger police agency, the information section is lead by a civilian manager.[96]

---

91 *perivale + taylor* 2017
92 *perivale + taylor* 2019
93 *perivale + taylor* 2017
94 HRP Staff Establishment Report, September 2018
95 *perivale + taylor* 2017
96 *perivale + taylor* 2019

Salary costs should be reduced. Mandatory annual police-related training and certification time will be avoided. The process can begin in 2019 and the new job description can be customized to the records management supervisory function

RECOMMENDATION 17
The Record Sergeant's position should be civilianized.

6.3.6 Traffic Support Management

The lead position of the Traffic Support Unit is a police sergeant, supervising nine civilian staff.[97]

The powers of a peace officer are not usually required for this position; however, when seizing licenses for suspension, a police officer is required, but for these occasions an available officer could be located. The sergeant is regularly removed from the position for mandatory police training and certifications not connected to the traffic support function.

RECOMMENDATION 18
The Traffic Support Sergeant's position should be civilianized.

Salary costs should be reduced, and mandatory annual police-related training and certification time will be avoided. The process can begin in 2019. The new job description can be customized to the traffic supervisory function

6.3.7 Violent Crime Linkage Analysis System (ViCLAS)

The ViCLAS is a National Intelligence system utilized for tracking and linking sexual assaults and homicides. The goal is to eliminate the labor-intensive task of completing ViCLAS booklets for police members, while increasing the accuracy and reliability of the database.[98] Training is provided

through the Canadian Police College.[99]

Typically, the position would involve ensuring the completion of ViCLAS and other relevant databases used by investigators to track and/or link violent crimes. The function analyzes ViCLAS data and identifies crime trends and/or offenders, and acts as a resource to other police staff and agencies. This position is located in the Special Investigation Section of CID.[100] There is no job description on file for the ViCLAS function, which is currently a Detective Constable position. For command and administrative purposes the position falls under SIS, but day to day reports to RCMP Major Crime.

Police powers are not required for the ViCLAS function; the skills are technical and analytical. A qualified civilian analyst would provide greater continuity, fewer absences due to mandatory police training and certifications, and reduced turnover, at a lower cost.

The RCMP have both sworn and non-sworn staff in these positions. A comparator agency civilianized the position some time ago.

Salary costs should be reduced. Mandatory annual police-related training and certification time will be avoided. The process can begin in 2019 and the new job description can be customized to the civilian ViCLAS function

RECOMMENDATION 19
The ViCLAS position should be civilianized.

6.4 Airport Policing

Over the past decades, the increase of mass private properties – privately-owned and operated public spaces[101], have affected the nature of public policing. For example, most airports in Canada are policed by the principal police agency of the jurisdiction. Likewise, other mass private properties such as

---

97 HRP Staff Establishment Report, September 2018
98 Public Safety Canada website 2019
99 Canadian Police College website 2019
100 HRP Staff Establishment Report, September 2018
101 Shearing and Stenning 1981; 1983.The Rise of Mass Private Properties

the Port of Vancouver and the Port of Halifax are policed by the jurisdictional police.[102]

The Halifax airport is located in the jurisdiction of the Sackville Detachment of the Halifax RCMP District. The current airport police service agreement between the Airport and HRM is effective from April 2016 to March 2021 with the HRP providing airport police services under contract.

In comparison, the Vancouver Airport policing contract is through the police of jurisdiction, the Richmond RCMP Detachment. The RCMP created a blended sub-detachment at the airport including 27 airport-contracted officers and 12 officers from the Richmond detachment. All airport sub-detachment officers are airport trained, providing immediate knowledgeable assistance in the event of an emergency or situation at the airport.[104] The sub-detachment provides seamless policing services, policing the airport community, not just airport buildings. [105]

The Halifax Port is policed by HRP in downtown Halifax. The officer in charge of the HRP Port Unit reports to the HRP Patrol Division, as does the police of jurisdiction, the HRP Patrol Division, providing a unified command structure.[106]

The 'Sambro Loop' in Halifax was previously a provincial policing responsibility, lying outside the borders of the incorporated urban municipalities. However, from practical and geographic perspectives, this area was physically separated from other RCMP detachments and resulted in fragmentation of policing services. It was logical for policing services to be provided by the HRP, and the Loop now forms part of the HRP West Division.

RECOMMENDATION 20

Airport policing should be seamless with the police of jurisdiction, in consultation with the RCMP, HRP, the Board, and HRM,

6.5 HRP Quality Assurance Function

performs a Quality Assurance (QA) function which reviews the reports submitted by

---

102 The Ports Canada Police, formerly responsible for the policing of several major Canadian ports, was dissolved in 1997 and the policing responsibilities absorbed by the police of jurisdiction

103 HRP Organization Chart November 2018

104 Ministry of Public Safety and Solicitor General. Police Resources in BC 2017. Found at https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/statistics/police-resources-2016.pdf

105 *perivale + taylor*. City of Richmond. Review of Alternative Models for the Delivery of Police Services 2008 and updated 2019

106 HRP Organization chart 2018

107 Service Agreement, April 2016, Halifax International Airport and Halifax Regional Municipality

108 HRP Staff Establishment Report September 2018

the Watch members, and forwards the reports to the appropriate section or returns to the initial investigators for continued investigation. RCMP reports are processed through RCMP QA.

The total number of QA Sergeant shifts for 2018 was 2190.[109] During 2018, 47,554 reports were processed through HRP QA, representing 21.7 reports per QA shift.[110] RCMP reports totaled 18,245.

There are eleven 'rejected' codes giving the reason for rejection of reports, and at 2018 year end there were 143 reports outstanding. Other previously-rejected reports would have been resubmitted and the rejection tag removed. The reports still with rejected status as of May 2019 included: conclusion required, requires additional screens, diary date elapsed, Incomplete – more detail required, other – specify, requires consultation with Crown, and requires consultation with supervisor. The record of rejections, including both numbers and reasons provides an opportunity to identify specific investigative and report writing issues which can then be addressed by training and supervision.

A comparator police agency of similar size relies on one QA/Reader Sergeant 24/7 (two shifts) plus an extra QA/Reader Sergeant on day shift for all primary-investigation generated reports. A one calendar year analysis of the 1095 QA shifts showed an average of 79 reports per 12-hour QA Sergeant shift.[111]

RECOMMENDATION 21

The HRP should examine the *Review's* analysis of QA workload and adjust the staffing appropriately.

6.6 Professional Standards

The Professional Standards function authorized staffing comprises one Staff Sergeant, one Sergeant, and one Administrative Assistant, reporting to the Chief's Executive Officer.[112] Other supervisory and management staff can be involved if required. The reported cases are 106 in 2017 and 97 in 2018.

It is understood that at this time the function is staffed by the Sergeant only, and the workload for the Sergeant position is reportedly appropriate.

The Professional Standards annual report provides an opportunity for analyses of themes and trends, and, therefore, the ability to intervene through training, counseling, and/or mentoring. In keeping with this philosophy, the Section initiated Verbal Judo training to new cadets, hires, and sergeants.[113]

6.7 Property and Exhibits

The Property and Exhibits Section is led by an Evidence Custodian reporting to the Executive Officer,[114] or through the Audit Section,[115] notwithstanding the function is part of a corporate services suite and would more appropriately report to the Administration Division. The Section serves both HRP and the RCMP.

The space available for Property and Exhibits is limited; a result of the limited space generally within the HRM police HQ building. The limited space renders orderly storage challenging and makes the retrieval of items more difficult. A 2018 report prepared for the HRP examines options for new facilities but the *Review* understands there are currently no definite plans.

Much of the property seized by police is not evidentiary in nature. This property is held essentially for safekeeping until its owner can be determined (at which time it is returned), or auctioned or destroyed after a period of time (based

---

109 365 days x 6 shifts
110 HRP Patrol Divisions: 16,947 Central, 16,502 East, 14,105 West
111 *perivale + taylor* 2017, three shifts per day x 365 = 1095
112 HRP Organization Chart September 2018, and HRP Staff Establishment Report September 2018
113 HRP *Evaluation of Verbal Judo Training* – a 2017-18 business plan deliverable, implementing an evaluation of HRP 'block' training program. This involved a systematic pre-post observation of officers, testing the impact of verbal de-escalation training at HRP, leading to an evaluation report and academic publication
114 Evidence Custodian Job Description 2018
115 HRP Organization Chart September 2018

on policy and legal standards) if the rightful owner of the item cannot be determined.

The numbers of exhibits and property items are significant. The total number of items in HRP custody is 101,760, comprising:

- Property Room 79,255
- Drug Vault (Includes Money Vault & HP5) 5,237
- HP2 (Long Term Storage) 16,298
- Forensics 970

The number of items entered into the Property Office during 2018 was 27,111.[116]

In most police agencies property management consumes a significant amount of the agency's storage space and staff time. Exhibits are defined as those physical items seized by police in regard to a proposed criminal prosecution. The *Review* compared the property function with a number of comparators.[117] The comparator agencies' numbers of items range from a low of 3995 to a maximum of 12,865 per property staff; the average being 7276. This equates to an average of 70 exhibits per officer.

The HRP staff processed 6778 exhibits per year per staff member, and 37 per officer.

	Comparator Agencies						Ave.	HRM
Items per officer	39	55	66	81	73	106	70	37[118]
Items per exhibit staff	3995	4710	5158	7200	9732	12,865	7276	6778
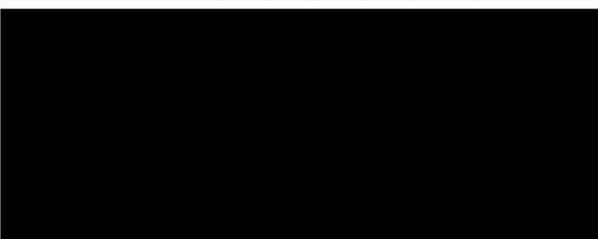
Non-evidentiary exhibits (e.g. found property) must also be stored and catalogued properly for eventual return to owner, auction, or disposal.
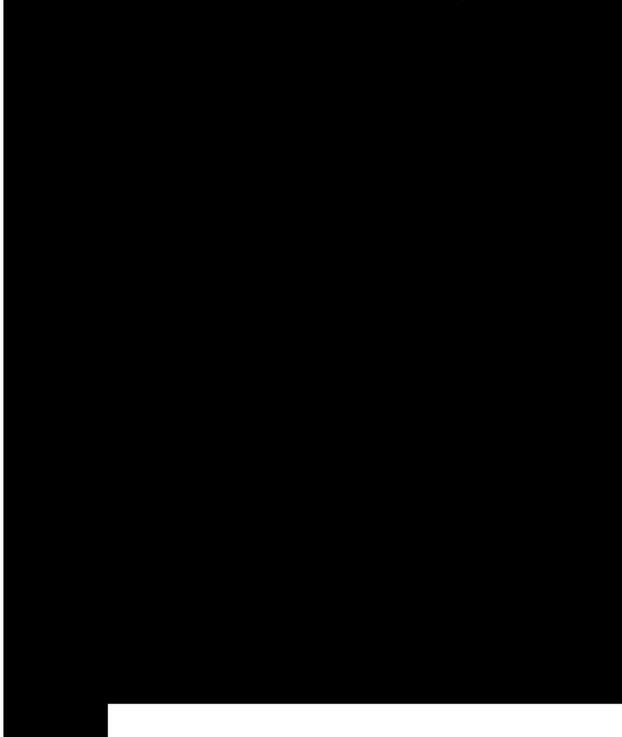
The function of property management forms part of the corporate services function and it would be logical for the function to report to the Administration Division. There should be no incremental costs other than the staff time required and the change can be made in 2019. There should be no challenges or issues as this is a rearrangement of the organization chart.

See Chapter 9.3.2 for a recommendation under Facilities.

RECOMMENDATION 22
The Property and Exhibits Section should report to the Administration Division.

---

116 HRP April 2019
117 *perivale + taylor* 2017
118 Based on HRM authorized total of 730 sworn staff
119 Staff interviews

7 Technology

7.1 Background

THE STRATEGIC TECHNOLOGY Integration Unit (STIU) comprises one civilian manager and five functional analysts, reporting to the Administration Division.[120] It is a decentralized function but works closely with the HRM ICT function.

HRP utilizes a computer-assisted dispatch (CAD) and a records management system (RMS) as its foundational occurrence management and analytical systems. Both products are provided by Ottawa-based Versaterm.

VersaCAD (Versaterm's CAD) and *Versadex* (the RMS) are mature products that are used by many large police agencies within Canada and the United States. The systems are stable and meet Canadian regulatory requirements. They also include interfaces to other federal and provincial systems and databases which are foundational to Canadian police work, such as CPIC and motor vehicle registration systems. VersaCAD also integrates with existing PSAP (Public Safety Answering Point) systems such as 9-1-1.

Calls for service generate new records in the *VersaCAD* system. Communications Centre staff augments caller ID and location information with details of the incident and move the incident through a triage process. If the incident is to be referred to ambulance, fire, or other service providers, the incident record is concluded.

Incidents for police dispatch become 'occurrences' and are referred either to HRP or RCMP dispatchers (for primary investigation response) or directly to units within HRM's integrated investigative division. The original occurrence record containing the details of the call for service moves through *VersaCAD* to *Versadex* where it is supplanted by additional occurrence records under the same occurrence number. The set of *VersaCAD/Versadex* records with this occurrence number forms the totality of information on a particular case.
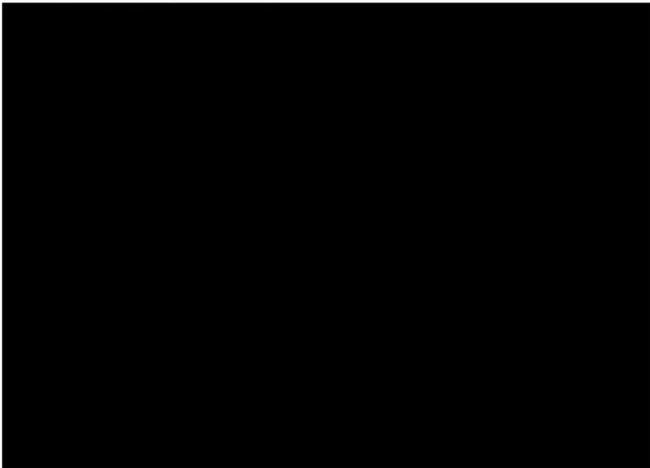
Systems and Programs

---
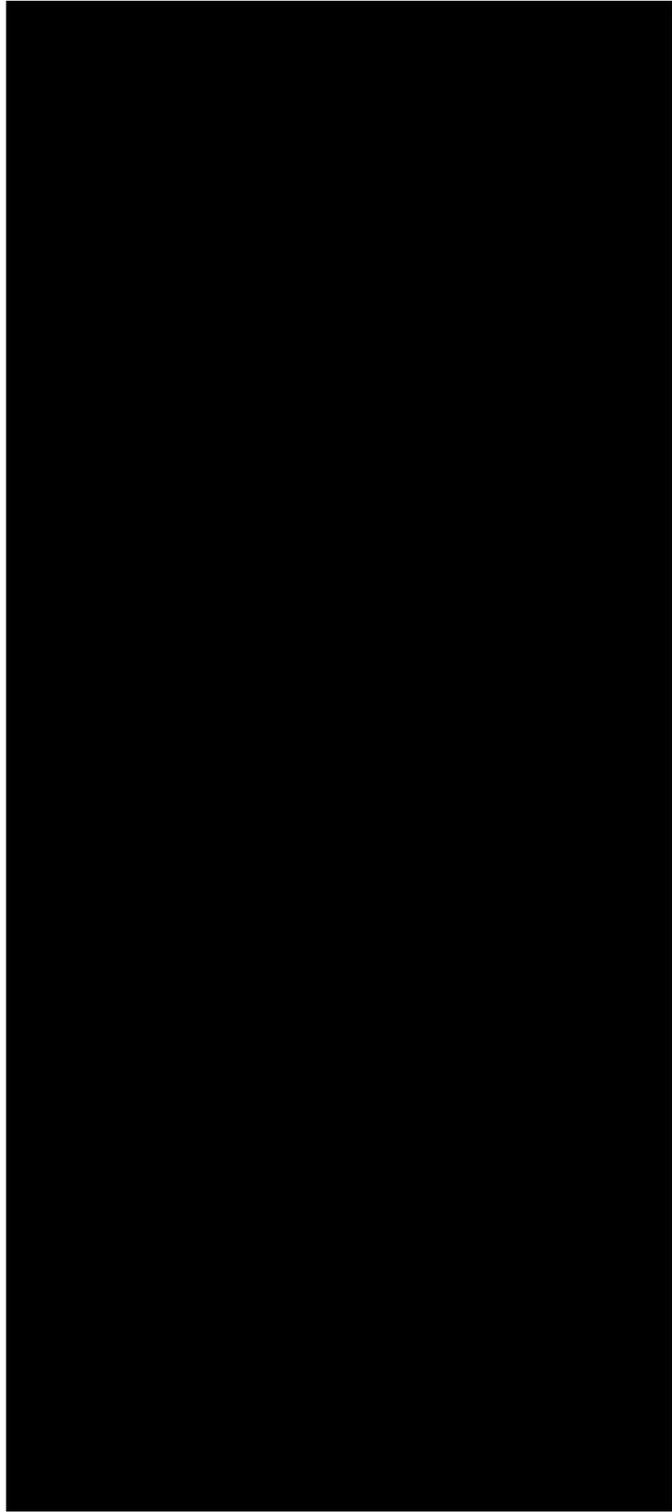
120 HRP Staff Establishment 2018
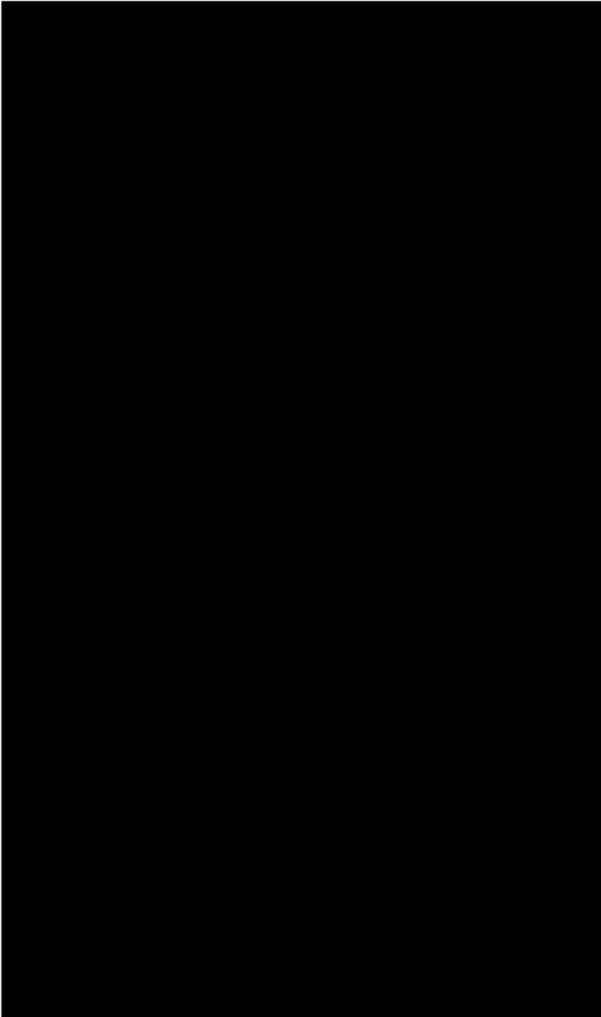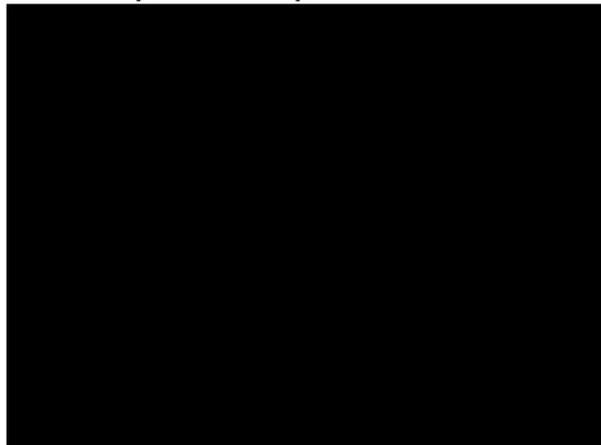121 Auditor General letter to the Board July 2018
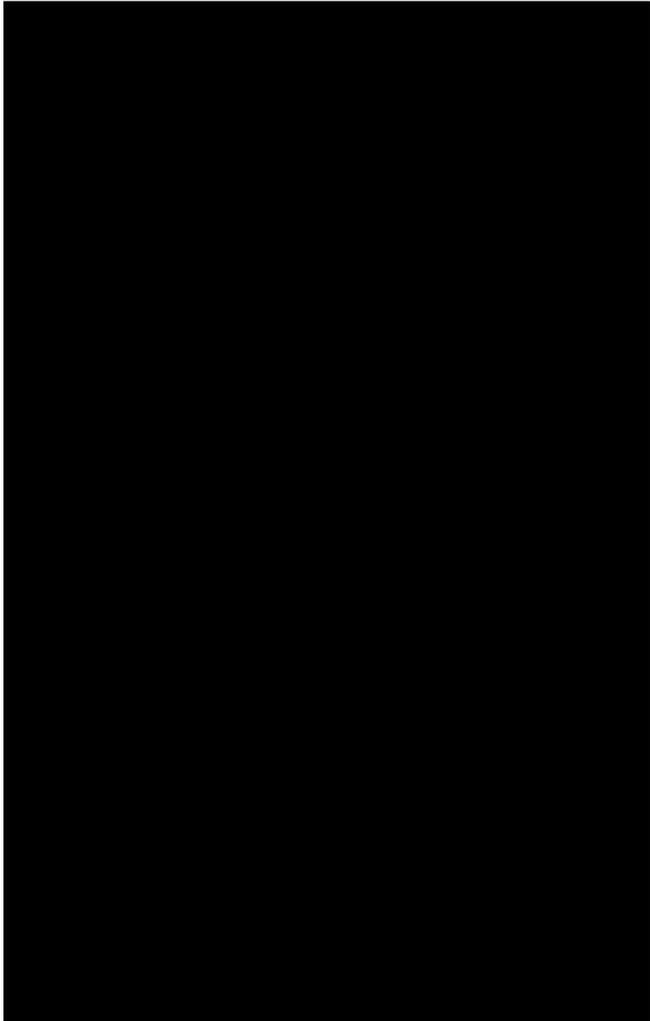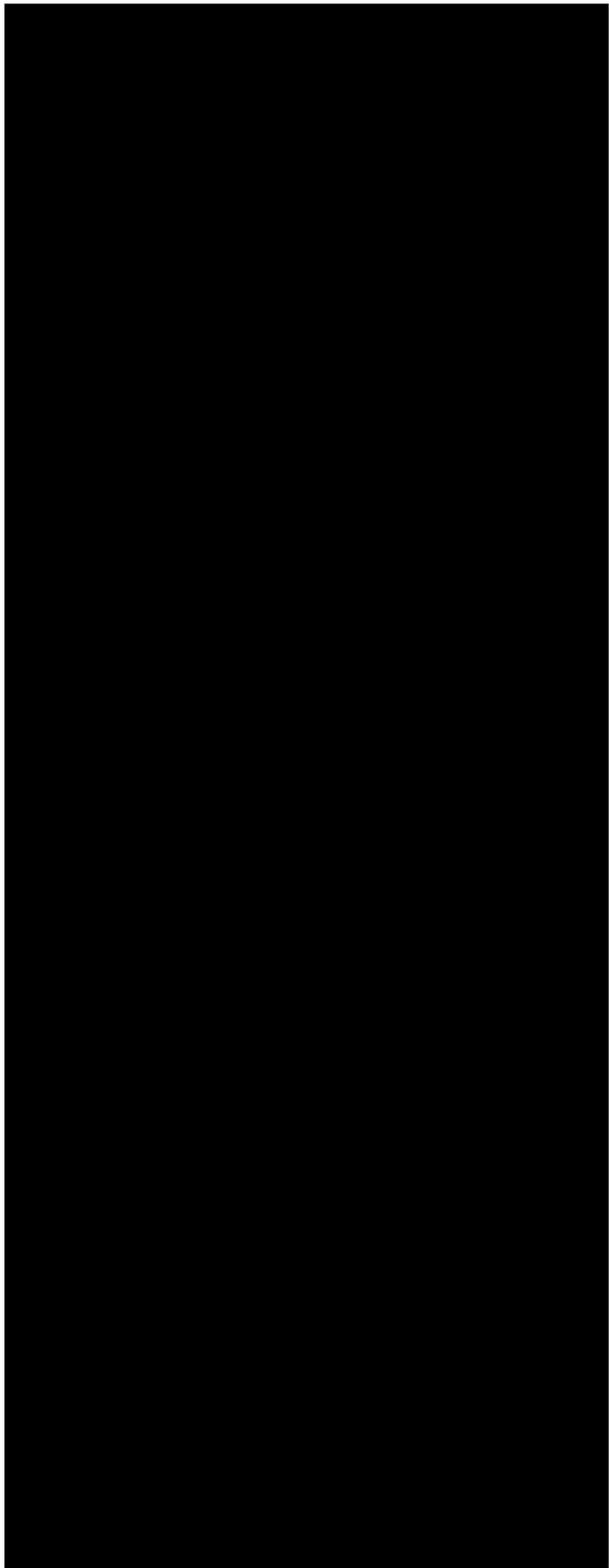
7.2 Security Issues

---

122 Recognized in the KPMG Report
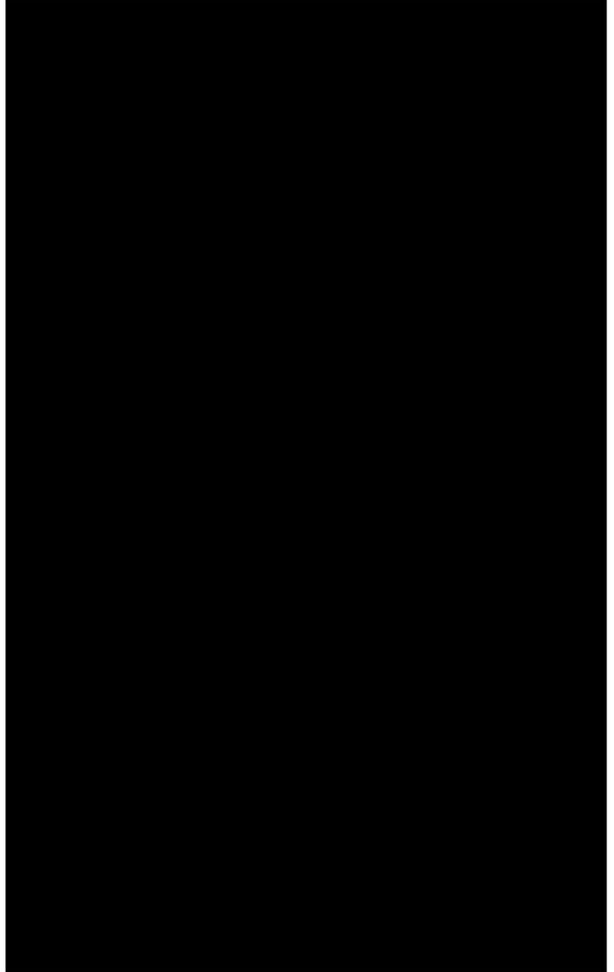123 *perivale + taylor*
124 HRP security issues are spread throughout the large organizational policy manual.

[black redacted box]

7.2.2 Personnel Security

[black redacted box]

7.2.1 Physical Security

[black redacted box]

7.2.3 Information Technology Security

[black redacted box]

---
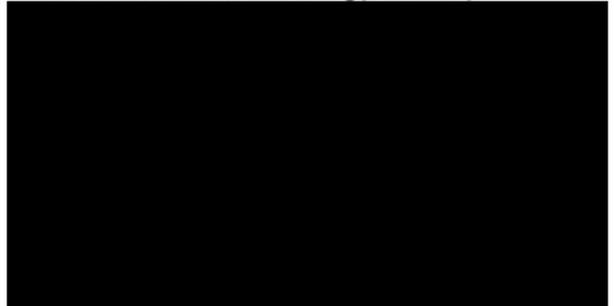
125 See https://www.cse-cst.gc.ca/en/publication/itsg-33, "IT Security Risk Management: A Lifecycle Approach". A publication of the Communications Security Establishment (CSE).

126 PRIMECorp's "Agency Security Policy", available from PRIMECorp upon request. BC's provincial police database

127 A security policy typically covers the following areas: physical security; access control; personnel security standards; information security; and security related to infrastructure services such as email, telephony, radio, and information technology

7.2.4 Security Incident Response
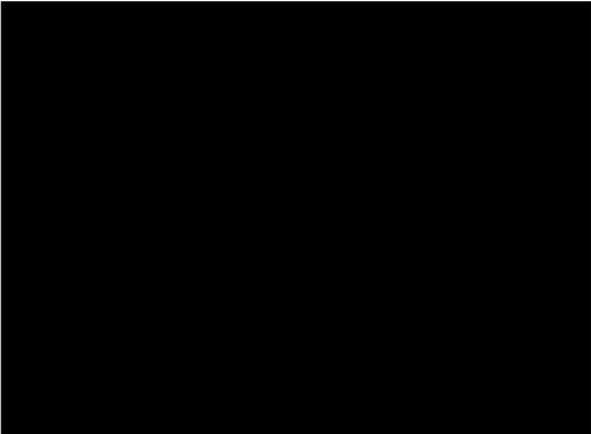
7.2.5 Risk Management
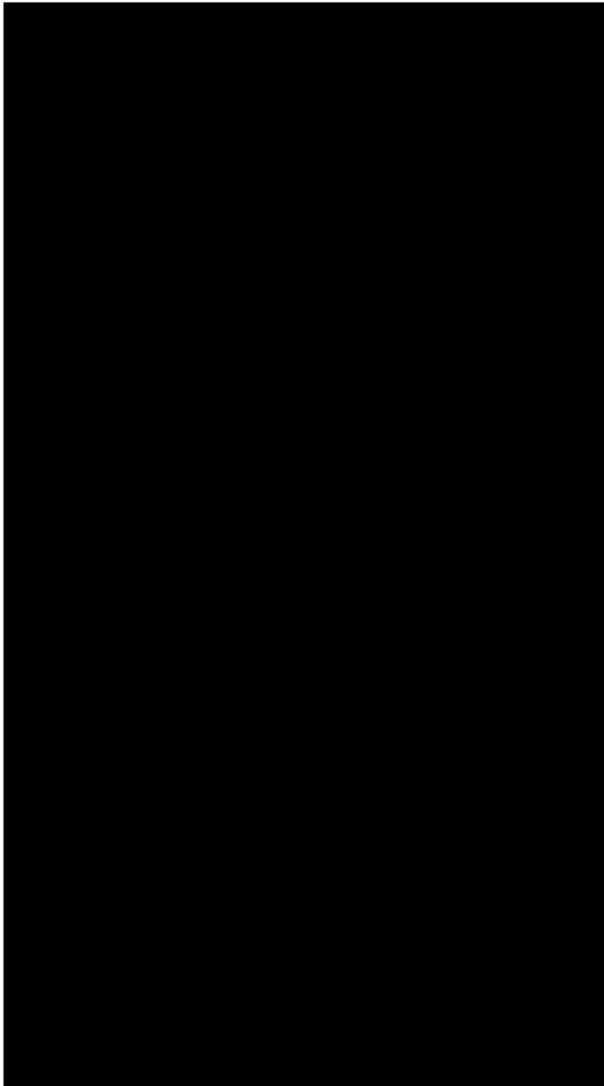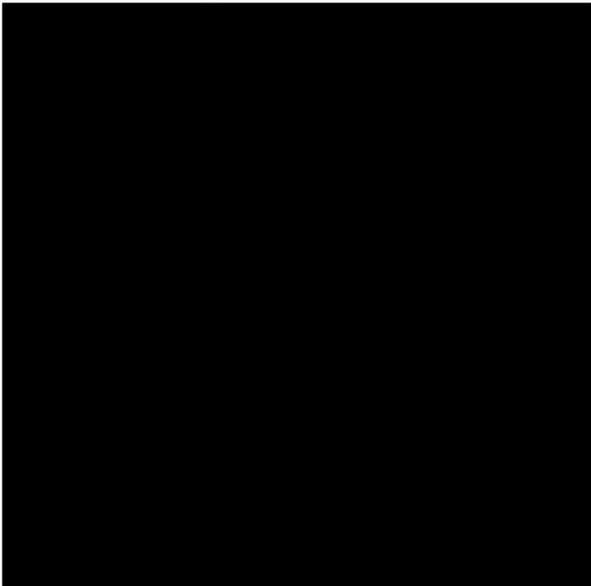
7.3 Project Management
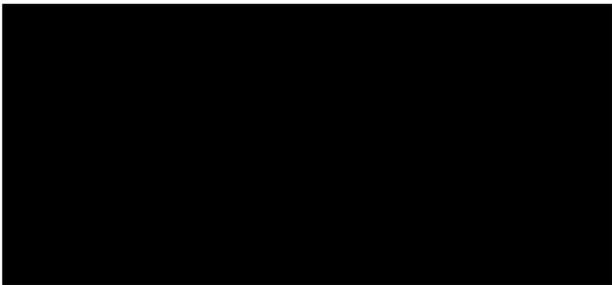
128 From the Symantec annual "Internet Security Threat Report", see https://www.symantec.com/content/dam/symantec/docs/reports/istr-21-2016-appendices-en.
pdf?aid=elq_&om_sem_kw=elq_16719489&om_ext_cid=biz_email_elq_&elqTrackId=4d82501a2e9e465d9fd77442e0c22384&elqaid=2910&elqat=2

129 See https://resource.elq.symantec.com/LP=6819?inid=symc_threat-report_istr_to_leadgen_form_LP-6819_ISTR-2019-report-
main&cid=70138000001Qv0PAAS for the 2019 report.

130 See "IBM Security Services 2014 Cyber Security Intelligence Index", available at https://media.scmagazine.com/documents/82/ibm_cyber_security_
intelligenc_20450.pdf
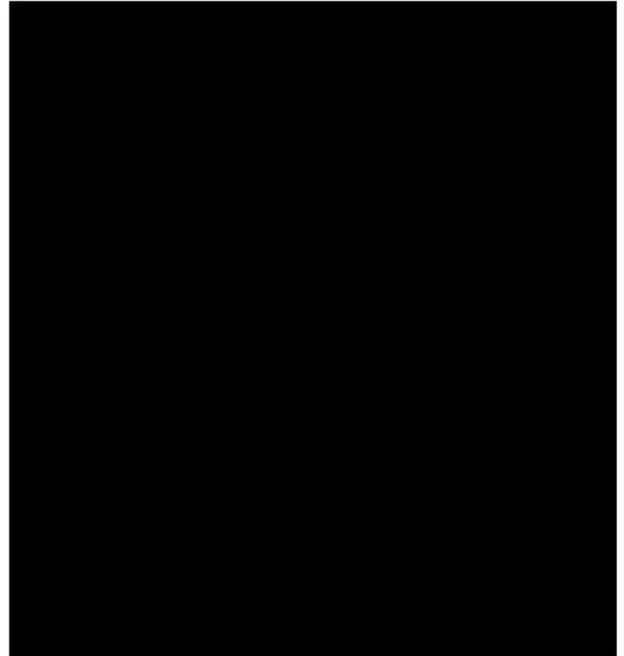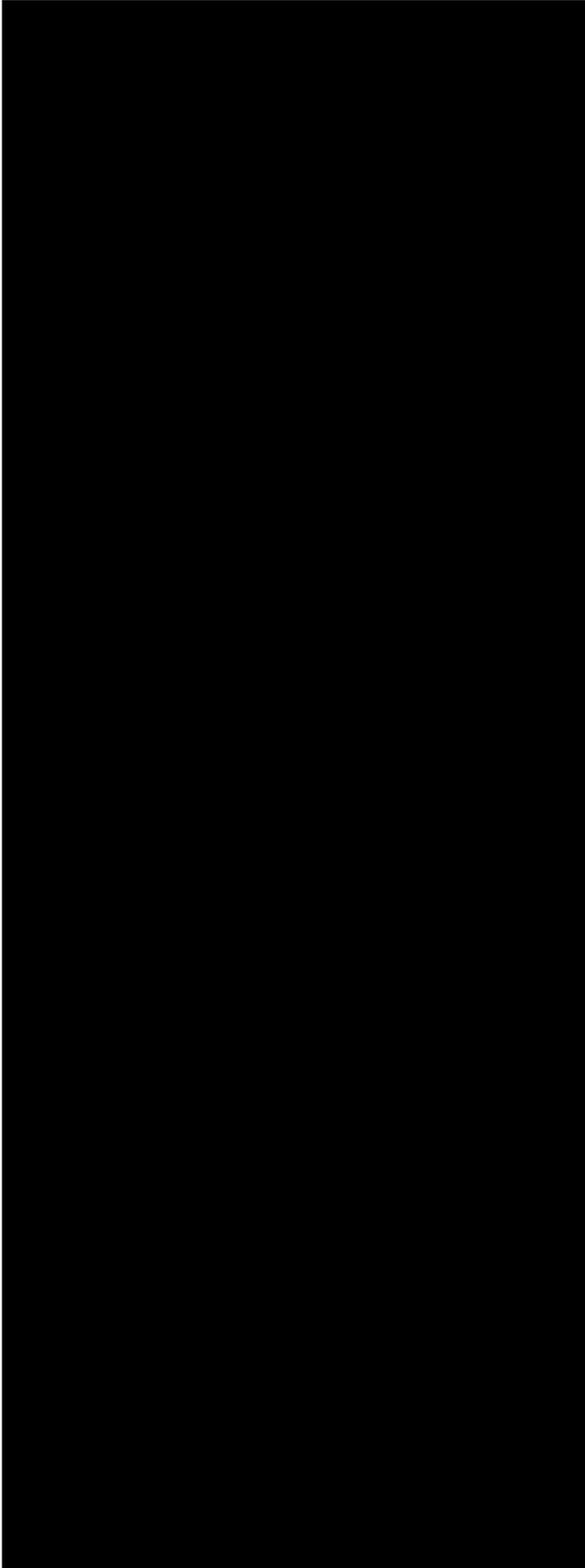
7.4 Recommendations

Recommendation 23

HRM should work with HRP and RCMP to develop a viable and effective shared services IT plan which respects the unique nature of the police IT environment and the police context.

Recommendation 24

HRP and RCMP should establish a security committee and develop comprehensive security and risk management policies and the body of surrounding procedures and standards to ensure the security of IT systems.

Recommendation 25

HRP in consultation with the RCMP should create and staff an IT Section with responsibility for maintenance of the HRP IT infrastructure, and to lead new IT projects using accepted project management processes.

131 Comparators agencies contacted by the Review and previous perivale + taylor reports

8 Technology Opportunities

THIS SECTION OF THE REPORT examines HRP's use of technology and technological systems and identifies areas where improvements or changes could result in a better, more effective policing service. This section will discuss some new technologies, largely from academia and industry.

8.1 Existing Technologies

The police CAD and RMS are mature, complex systems. The positive aspect of this is that the systems generally meet all investigative requirements, and have evolved over a number of decades. The systems also meet the very complex legal and reporting requirements for police systems in Canada. CAD and RMS also have functional and well-developed interfaces to CPIC and other national police systems. Interfaces, mandatory Stats Canada reporting, and internal reporting and statistical generation depend fundamentally on these mature systems. However, the systems were designed for call dispatch and records management. Although they can produce detailed reports, to conduct research and analyses other programs are required to process the data.

8.2 Opportunities

The *Review* identified a number of specific opportunities regarding deployment, or evaluation and redeployment, of new or existing technologies within HRP and HRM policing.

8.2.1 A CAD/RMS Technology Review

This is not a review of the current systems, but rather a review to determine the set and diversity of CAD/RMS systems and approaches to management of policing that are available in the market globally, and to examine systems that are offered from a diversity of vendors. Police agencies tend to trust their current vendors and take the simple path of upgrade to their legacy CAD and RMS systems rather than performing a periodic review of other systems which are available. The Justice Technology Information Centre, and the National Institute of Justice, both in the US maintain a database of reports on CAD and RMS systems as well as reports on other emerging technologies and their application to law enforcement.[132]

8.2.2 Cloud Computing

This field purports to offer opportunities to improve services and increase reliability of CAD/RMS systems. However, there are critical legal, security and risk management issues associated with cloud computing in policing. Several CAD/RMS lead vendors are proposing secure cloud approaches for CAD/RMS systems but a well-qualified project team needs to critically evaluate these products. Police use of the cloud must consider, legal issues, IT security, and cloud computing technology.

Non-profit organizations such as the Cloud Security Alliance[133] can provide guidance as to security practices and risk mitigation for police or government organizations exploring the use of cloud computing.

8.2.3 Data Analytics

Also known as 'big data', data analytics offers opportunities to deploy artificial intelligence systems and machine learning techniques to perform automated deep analysis of large police data sets[134] in order to identify crime trends, crime patterns, or correlations between crimes that humans cannot easily detect. This field has promise, but police agencies must be sensitive to legal and privacy concerns that could become issues by deep examination of their data in this manner.[135] The concept also presents significant opportunities for collaboration with academia and research.

8.3 Recommendation 26

HRP in consultation with the RCMP should, in conjunction with HRM, undertake a future technology planning process with the goal of improving effectiveness and efficiency of IT support for HRM policing.

---

132 See https://www.justnet.org/index.html and https://search.nij.gov/search?query=computer%20assisted%20dispatch&affiliate=national-institute-of-justice for a list of currently-available evaluations and reports.
133 See https://cloudsecurityalliance.org/
134 Such as the years of CAD/RMS records maintained by most police agencies
135 For example, see "The Rise of Big Data Policing: Surveillance, Race, and the Future of Law Enforcement", ISBN 978-1479869978

9 Administrative Support

9.1 Central Records

THE RECORDS UNIT IS LED by a Police Sergeant, and comprises of a Civilian Team Leader, two Statistics Clerks, and seven RMS Clerks, and reports to the Staff Sergeant, Information Management Section.[136]

████████████████████████████
████████████████████████████
████████████████████████████

9.2 Court Preparation

The document requirements for court have grown rapidly over the past twenty years.

> There are clear legal rulings and legislative changes that are forcing much of this increase (without providing for increased resources), but there appear to be other increases in administrative work as well.
>
> Of particular interest is the major increase in the time to prepare a case for Crown and to work with Crown towards actually laying charges. This time has increased substantially and is worth additional research to separate the legal, from the administrative and communication issues involved.[137]

Although this study is somewhat dated and from a different province, many interviewees emphasized the complexity and importance of court preparation and the resources required.

The Court Unit comprises a Sergeant, two Constables, ten Court Liaison Officers, a Court Administration Clerk, and three support staff, and two RCMP regular members.[138] In 2018 the section received 7719 tasks regarding their cases.[139]

With the adoption of Versadex RMS, HRM policing works in a fully electronic service and reporting environment. Unlike other jurisdictions, however, the HRM RCMP and HRP must generate paper Reports to Crown Counsel and deliver to Crown manually. Versadex RMS has the capability of generating an electronic Report to Crown. The RMS Optimization Project Team has developed of a Project Charter and a Business Requirements Document (BRD) that captures the needs of an electronic disclosure solution. The project is planned to be submitted to the HRM Project Management Office for formal approval and then Electronic Disclosure RFP submission to HRM Procurement. The Review strongly supports this initiative.

9.3 Asset Management

9.3.1 Fleet

████████████████████████████
████████████████████████████ The decentralized facilities create challenges for fleet efficiencies, requiring vehicle transfers and the lack of a central critical mass of vehicles. Interviewees expressed the view the fleet was well equipped and managed. The shared service nature of the fleet management was felt to be working well.

The comparators' ratio of police officers per vehicle range is 1.71, 2.29, 2.58, 2.85, and 2.96, with an average of 2.47 and median of 2.58.[140]

In view of the above, the *Review* has no recommendations.

9.3.2 Facilities

HRP resources are decentralized in a number of facilities. A 2018 report for the HRP examines options for new facilities but the *Review* understands there are no definite plans for new facilities at this time. The facility challenges for property management are described earlier in Chapter 6.7.

Recommendation 27

HRP/RCMP/HRM should examine options for enhancing suitable storage, including adequate physical facilities and proper staffing, and IT-based record keeping, in order to meet exhibit and property management requirements.

---

136 HRP Staff Establishment Report September 2018
137 See Appendix B for a synopsis of A Thirty Year Analysis of Police Service Delivery and Costing. RCMP E Division (BC)
138 HRP Staff Establishment Report September 2018 and RCMP Organization Chart May 2018
139 Appendix D
140 *perivale + taylor* 2017

9.4 Prisoner Care Facility

9.4.1 Background

The Prisoner Care Facility provides services for both the HRP and the RCMP. ██ It would be more appropriate for the function to report to the Operations Support Inspector through the on-duty Watch Commanders who can provide the 24/7 supervision.

The staffing of the facility comprises two Special Constables[142] per shift. Patrol personnel are occasionally brought in to replace special constables due to sickness or when the workload demands such as busy Friday or Saturday evenings.

9.4.2 Findings

The *Police Act* requires the municipality to provide *all the necessary infrastructure in providing an adequate, efficient and effective police department.*[143] Unlike some police acts,[144] the *Act* doesn't specifically mention detention facilities. Regarding the recommended reporting structure, there are no anticipated costs and the change can be made immediately. No challenges or issues are anticipated.

Other approaches to prisoner care include:

- Whitehorse Arrest Centre
  The Arrest Processing Unit is a joint initiative between the Yukon Department of Justice and RCMP. The Arrest Processing Unit is a facility within the newly constructed Whitehorse Correction Centre used to hold police prisoners. It will innovate the way that the Yukon manages persons detained by the RCMP in Whitehorse. The Arrest Processing Unit will ensure the highest standard of care and protection for persons taken into RCMP custody, including the acutely intoxicated. Persons detained by the RCMP can experience medical complications which require medical assessment and supervision to ensure safe care and control while in custody. The Arrest Processing Unit will provide onsite medical assessment and care for RCMP prisoners and supervision by corrections officers with specialized training.145

- Vancouver BC police detention and provincial remand centre
  The police department pays rent for a detention facility within the provincial building which houses the provincial court and remand centre. All police staff (a mix of sworn and Special Municipal Constable jail guards) and associated costs are police department's responsibility.

The HRM Prisoner Care Facility design is dated. For example, the layout requires persons to walk upstairs from the detention area to undergo Breathalyzer tests; the entry and exit from the basement level into the back lane – on a sloping surface, creates mobility and security concerns.

A 2018 report for the HRP examines options for new facilities but the Review understands there are no definite plans for facilities at this time.

Physical challenges will be considerable in locating space that is convenient for the police, custodial authorities, the courts, and that is available. Long-term operating costs may be reduced through economies of scale if a shared facility could be developed. The current facility design poses risk for HRM so there is some urgency. The challenges will be gaining support from other potential partners, and agreeing on a common vision of safety, excellent prisoner care, and cooperation to create costs savings is essential

Interviewees commented on the wait times

---

141 HRP Organization Chart November 2018
142 HRP Staff Establishment Report, September 2018
143 Section 35, (1) & (2)
144 Examples: BC Police Act Section 15 (1) (b), New Brunswick Police Act, Policing Standards, SS.6
145 Yukon Department of Public Safety

during admitting detainees.[146] The Versadex system contains modules on jail/detention management; also, highly-functional specialized detention facility management software is available from a number of vendors.

If a third-party technological solution is considered, a significant component of this project will be that of interface between Versadex and the new system, as legislative and statistical regulations will require feedback from events captured by the detention facility software back to HRP's foundational RMS system.

9.4.3 Recommendation 28

The prisoner care facility reporting should move from the Audit Unit to the Operations Support Inspector through the on-duty Watch Commanders.

Long-term HRM planning should consider the nature of prisoner care approaches, including cooperation and/or integration with the Department of Justice Correctional Services and Sheriffs Services and other opportunities,[147] with the goal of providing:

- appropriate level and care of persons in custody

- economies of scale to reduce costs

---

146 The HRP conducted a study on this issue
147 Note: the Review did not initiate any discussions with potential partners

FOR THE PURPOSE OF THE REVIEW, shared services are defined as the efficiency and effectiveness relationships between the HRP and the HRM and business units. Integration is the policing arrangements between the HRP and RCMP.

10.1   Technology

The shared service aspect is included in Chapter 8 Technology.

10.2   Human Resources

The HRP HR section is comprised of:[148]

- HR Consultant
- Disability Case Management Coordinator 2
- Wellness Program Specialist
- EFAP Coordinator
- HR Assistant
- Co-op Student

Interviews indicated satisfaction with the current process with a tipping point where issues requiring specialized support, for example PTSD, receive external or HRM assistance when needed.

In the initial stages of the recruitment process, applicants are filtered by qualifications and other documentation. If required, this could be assisted by HRM HR should this create economies of scale. Otherwise the *Review* has no recommendations.

10.3   Finance

The Finance staff comprises:[149]

- Manager
- Accountant Administrator
- Payroll Costing Coordinator 4
- Accounting Clerk

The Manager reports to the Administration Superintendent.

The model of decentralized finance functions – the police agency having in-house dedicated municipal finance staff – is common in Canadian policing.[150] There were discussions during the Review whether a centralized or decentralized (the current HRP model) is more effective and efficient.

The evidence to support a centralized model would require an HRM business plan to address the practical facilities' issues and staff realignment would be required. In view of the varied perspectives on the model, the Review has no recommendation.

10.4   Legal Services

Legal Services are centralized in HRM with a staff member responsible for, and skilled in, policing matters providing services for the HRP. HRM also has the opportunity to contract out services requiring a specialized knowledge. Interviewees felt the arrangement worked well, and, consequently, the Review has no recommendation.

10.5   Fleet

See Chapter 9.3.1.

---

148 HRP Staff Establishment Report 2018
149 HRP Staff Establishment Report 2018
150 perivale + taylor reviews

11 Overtime

11.1 Background

The nature of police work creates a greater need for overtime than most organizations. Unanticipated events and major crimes will require an immediate response of resources which may last for a considerable time.[151] The Literature Review, section 3, The Economics of Policing and Community Safety, provides an overview of policing costs.

Salary and benefits comprise the majority of police services expenditures for sworn and civilian staff.[152] In exploring overtime management and monitoring as a driver of the cost of policing, there is increasing pressure to have the capacity to monitor and control overtime usage, and explore ways to reduce overtime. Many instances are an unavoidable cost of policing, but there is a need to differentiate between malleable drivers of overtime (i.e. shifting, staffing, internal or external policies) and those that are static drivers (i.e. emergency incidents or other threats to public safety).[153]

Overtime is generated in three ways: call outs, extended duty, and paid duty. The paid duty is cost neutral, and call outs are based on urgent circumstances with limited ability to affect savings.

Overtime provides the flexibility to complete work without creating additional positions. However, beyond a certain point, overtime becomes a financial challenge and also a wellness factor for staff when they are required to work for extended periods of time.

11.2 Findings

The *Review* found three examples of overtime studies in other police agencies, including the following quotes:

• The agency has inadequate planning and management systems that fail to effectively control discretionary spending such as overtime [154]

• The agency has a substantial unfunded liability associated with accrued vacation and overtime. The City should consult with the agency on an appropriate policy for addressing this issue [155]

• Based on the content of the reports examined by the Review, it was not possible to determine whether other courses of action could have been taken. The paper reporting does not provide an immediate monitoring of overtime – the delivery of the report to the Finance Division and collating of the statistics takes considerable time[156]

The HRP overtime policies provide prudent guidance in the management of overtime, for example.[157]

• Halifax Regional Police is required to manage overtime in a responsible and judicious manner. Overtime is used only to meet operational necessities and where no other options are available

The paper reporting does not provide an effective monitoring of overtime as the delivery of the report to the Finance Division and collating of the statistics takes considerable time.[158] An automated reporting system would provide real-time monitoring.

During the interviews, the question of overtime

---

151 Major crime cases usually create disproportionate overtime costs. Major Case Management policies require a large initial commitment to protect and process the crime scenes, interview witnesses, search for suspects, seize evidence, and conduct immediate follow-up investigations. In summary, the capturing and preserving of perishable evidence
152 Brantingham et. al., 2017
153 Griffiths, Pollard and Stamatakis 2014
154 Verheul and Associates 2011
155 Robert Prosser and Associates 2012
156 *perivale + taylor* 2016
157 HRP Policy Manual 3.1 and Department Order Manual
158 HRP Policy Manual 3.1 *All overtime slips must be received by the Finance Section for processing within 30 calendar days after the date on which the overtime was worked*

was raised by *perivale + taylor* in accordance with the Scope of Services but it was not identified as an issue by any interviewee other than acknowledging the need for responsible management.

The HRP actual budgets for 2016 were:[159]

- total sworn salaries not including OT and benefits: $61,092,919
- total overtime without benefits: $3,512,905

The 2016 HRP overtime budget of all types represents 5.75% of the salary budget.

To provide some benchmarking, *perivale+ taylor* examined figures from five police agencies identifying the percentage of overtime costs relative to salaries:[160]

- 3.75%, 4.00%, 5.97%, 6.58%, and 7.43%
- average 5.55%, median 5.97%

HRP is slightly above the average and below the mean. However, the HRP total figure includes paid duty overtime which is cost neutral. If this unknown figure were removed it appears likely the HRP overtime costs could be lower than the average.

The comparison figures are of gross overtime budgets; it was not possible for the agencies to provide detailed analyses of their OT budgets. Similarly, it was not possible to obtain a breakdown of the different types of HRP overtime. The number of comparators is small but they do provide a useful backdrop.

HRP could consider new processes and technological systems which will allow the electronic capture of overtime. As a study which could lead to a technology project, this is ideal for consideration by a newly-reconstituted HRP IT Section and the proposed Planning and Performance Management Section.

This project is also an ideal candidate for study and perhaps even development through HRM's Shared Services program. While the specifics of

police overtime are different than those of other civic departments, electronic reporting could take place through an HRM service deployed on a segmented HRP intranet.

Regarding overall budgets, the Literature Review section 3 *The Economics of Policing and Community Safety* provides an overview of budget issues, and section 4.2, includes *police expenditures, relative to the entire municipal budget, have been relatively constant over 30 years and that the volume of police activity has also remained relatively constant, although with a slight increasing trend.*[161]

11.3 Recommendation 29

The reporting of overtime should be coded to identify the type of overtime (call out, extended duty, paid duty) and the originating section.

HRP should develop an electronic overtime reporting process.

---

159 HRP Finance Division
160 *perivale + taylor* 2017
161 Wuschke et al. 2018. See Literature Review

Appendices

Table of Contents

Appendix A   Index – Scope of Services

The *Review*'s Scope of Services includes the following subjects as numbered in the RFP. The subjects often overlap or have commonalities and consequently the chapters have been arranged to suit the needs of the reader. Some subjects have been amalgamated while others appear in more than one chapter.

1. EFFICIENCIES AND COLLABORATION: HRP AND RCMP
   Chapters 1 & 2

2. TREND ANALYSIS
   Appendix Literature Review

3. STAFFING METHODOLOGIES
   Chapter 6

4. OVERTIME
   Chapter 11

5. ALLOCATED VS. UNALLOCATED TIME
   Chapters 4 & 6.2.2

6. OCCURRENCE REPORT FILE MANAGEMENT
   Chapter 5

7. CALL MANAGEMENT
   Chapter 3

8. CALL RESPONSE TIMES
   Chapter 3

9. ADMINISTRATIVE SUPPORT
   Chapter 9

10. BEST MANAGEMENT PRACTICES AND PERFORMANCE MEASURES
    Chapter 1

11. REPORTING ON PROGRESS
    Chapter 1

12. TECHNOLOGY
    Chapters 8 & 9

13. SHARED SERVICES
    Chapter 10

Appendix B   Call Management & Call Response

B.1   Calls for Service

Table B.2 on the following pages includes all HRM policing calls-for-service. The table includes the numbers of incidents in each of category, the average *allocated time* and the total police time allocated to each category. The table includes a total of 97 categories of incidents; the most frequent are, with the total numbers:

	Categories	Total	
1	Assist Citizen	11,186	
2	Driving Complaint	8997	
3	Motor Vehicle Accident – property damage	5543	
4	Suspicious Person	4836	
5	Alarm Commercial	4283	
6	Noise Complaint	4259	
7	Theft – not in progress	3998	
8	Unwanted person	3815	
9	Assist other agency	3566	
10	Dispute – verbal	3433	

CALLS FOR SERVICE: MAINTENANCE OF LAW AND ORDER [162]

Many of the categories involve events which may not be criminal, but it without police intervention can escalate into criminal matters. The table illustrates a variety of circumstances which may be so described, totaling over forty thousand incidents.[163] In addition, it is unknown how many of the criminal incidents involve persons in distress, intoxicated, drug addicted, and psychologically ill. This reflects the number one 'trend' issue identified in the Literature Review Appendix. Wuschke et al. (2018) looked at 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

ASSIST CITIZEN

The most frequent incident – in total numbers and highest total time allocated is Assist Citizen:

• 11,186 incidents – ▮ of the total incidents

• ▮▮▮▮▮▮▮▮▮▮▮▮▮

• ▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮

Based on the *Review's* experience, the incidents likely include keeping the peace, community problem

---

162 *Police Act*, s. 35 (1)

163 The categories are highlighted in the table: assist Citizen, suspicious person, noise complaint, unwanted person, disputes, suicide, disturbances, liquor, threats, assist ambulance, missing persons, mental issues, harassment, child custody

solving, assisting citizens in some non-criminal matter, or quasi-criminal matters. Consequently, the greatest single proportion of allocated time is not able to be analyzed.

It is important to note that whatever the situations, it was judged that the police should attend to assist, and the number of resulting follow-up investigations (4967) indicates there were important public safety issues involved.[164]

ALARMS – COMMERCIAL, RESIDENTIAL, HOLD-UP

It is assumed that these alarms are false, as a genuine 'alarm call' would be reclassified to the applicable crime.

Alarm calls include:

- 7504 incidents – ███ of the total incidents
- ████████████████████████████████
- ████████████████

The allocated hours will require the equivalent of ███ primary response FTEs.[165]

TRANSPORT

During the interview process the issue of the time transporting and guarding persons suffering from a psychiatric disorder was identified. The analysis shows a total of 675 transport incidents averaging ███ minutes, but the type of transport is not specified.
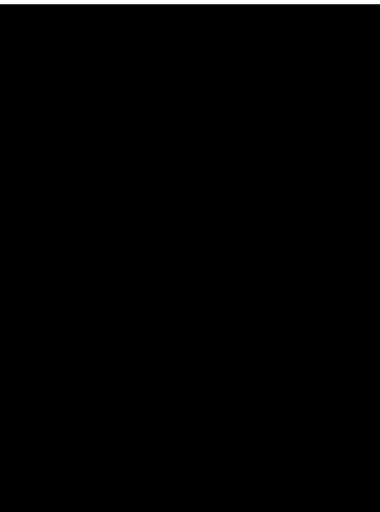

Table B.2   HRM Police Calls for Service 2018

	HRM Total Calls for Police Service		
Total Numbers			
	Type of Incident	Code	
1	ASSIST CITIZEN	ACIT	
2	DRIVING COMPLAINT	DRIV	
3	MVA - PROPERTY DAMAGE	MVPD	
4	SUSPICIOUS PERSON	SUSP	
5	ALARM- COMMERCIAL	ALAC	
6	NOISE COMPLAINT	NOIS	
7	THEFT- NOT IN PROGRESS	THEN	
8	UNWANTED PERSON	UNWP	
9	ASSIST OTHER AGENCY	ASOA	
10	DISPUTE (VERBAL)	DISP	
11	LOST/FOUND PROPERTY	PROP	
12	OTHER CRIMINAL CODE	OTCC	
13	SUICIDE- ATTEMPT	SUIC	
14	ALARM- RESIDENTIAL	ALAR	
15	MVA- INJURY / FATALITY	MVIF	
16	DISTURBANCE (PHYSICAL)	DIST	
17	LIQUOR OFFENCE	LIQO	
18	MVA- HIT & RUN (PROPERTY DAMAGE)	MVHR	
19	PARKING COMPLAINT	PARK	
20	911 CALL- MISDIALLED	911M	
21	THREATS	THRE	
22	PROPERTY DAMAGE	PDAM	
23	SUSPICIOUS VEHICLE	SUSV	
24	THEFT FROM MOTOR VEHICLE- NOT IN PROGRESS	TMVN	
25	911 CALL- HANGUP	911H	
26	MISCELLANEOUS / SUSPICIOUS CIRCUMSTANCES	MSCI	
27	ASSAULT- NOT IN PROGRESS	ASSN	
28	FRAUD- NOT IN PROGRESS	FRNP	
29	ASSIST AMBULANCE	AAMB	
30	911 CALL- UNKNOWN TROUBLE	911U	
31	THEFT- IN PROGRESS	THEI	
32	DRUGS	DRUG	
33	ASSAULT- IN PROGRESS	ASSI	
34	IMPAIRED DRIVING COMPLAINT	IMPD	
35	MISSING PERSON	MISP	
36	WEAPONS	WEAP	
37	BREAK & ENTER- NOT IN PROGRESS	BENP	

38	TRANSPORT COURT	TRAC
39	ABANDONED VEHICLE	ABAN
40	MENTALLY ILL PERSON (SEC 38-1 / NSHA)	MENP
41	ASSIST OTHER POLICE AGENCY	AOPA
42	ANIMAL COMPLAINT	ANIM
43	PHONE CALLS (HARASSING)	PHON
44	FIRE (***POLICE RESPONSE***)	FIRP
45	SEXUAL ASSAULT	SEXA
46	TRANSPORT	TRAN
47	INJURED PERSON	INJP
48	SHOPLIFTING	SHOP
49	UNKNOWN TROUBLE	UNKT
50	YOUTH COMPLAINT	YOUT
51	WARRANT OF ARREST	ARRW
52	OTHER PROVINCIAL STATUTES	OTPS
53	ALARM- HOLDUP (COMMERCIAL)	ALAH
54	THEFT/ATTEMPT OF VEHICLE- NOT IN PROG	THVN
55	911 CALL- ABANDONED	911A
56	BREAK & ENTER- IN PROGRESS	BEIP
57	DEATH (SUDDEN)	DEAT
58	ALARM- PRE-BOARD (AIRPORT)	ALPB
59	CHILD CUSTODY MATTERS	CHCM
60	WEAPONS- RECOVERED / FOUND	WERF
61	MUNICIPAL BY-LAW	MUNB
62	AWOL (RE: INTERMITTENT SENTENCE)	AWOL
63	FRAUD- IN PROGRESS	FRIP
64	INSECURE PREMISES	INSP
65	DRIVING COMPLAINT-ATV	DATV
66	THEFT FROM MOTOR VEHICLE- IN PROGRESS	TMVI
67	OFFENDER TRACKING ALARM	OFTA
68	ROBBERY- IN PROGRESS	ROBI
69	INDECENT ACT	IACT
70	RECOVERED STOLEN MOTOR VEHICLE	RSMV
71	MUNICIPAL LITTERING/GARBAGE BY-LAW	GARB
72	MUNICIPAL DOG BY-LAW	MDOG
73	ROBBERY- NOT IN PROGRESS	ROBN
54	PURSUIT	PURS
75	THEFT/ATTEMPT OF VEHICLE- IN PROGRESS	THVI
76	INDUSTRIAL/FARM ACCIDENT	IACC
77	SPECIAL EVENTS	SPEC
78	ALARM- FIRE (***FIRE RESPONSE***)	ALAF
79	PROSTITUTION COMPLAINT	PROS
80	PROWLER	PROW
81	SUSPENDED DRIVER	SUSD
82	ABDUCTION / KIDNAPPING	ABKI

83	PROPERTY CHECK (COMMERCIAL)	PCHE
84	ALARM- DVERS DOMESTIC VIOLENCE	ALAD
85	LICENSED PREMISE CHECK	LPCK
86	PAROLE WARRANT VIOLATION	PARW
87	BOMB THREAT	BOMB
88	OTHER FEDERAL STATUTES	OTFS
89	OFFICER NEEDS ASSISTANCE	OFFA
90	HOSTAGE/BARRICADED PERSON	HOBP
91	MURDER / ATTEMPT MURDER	MURD
92	ALARM- PERSONAL PROTECTION	ALPP
93	AIRPLANE CRASH	AIRC
94	ESCORT	ESCO
95	DANGEROUS AND UNSIGHTLY PREMISES	DUSP
96	ANIMAL CONTROL COMPLAINT	ANIC
97	LOCKED UP FOR OTHER AGENCY	LUOA

B.3 Primary Investigation and Response Mutual Aid 2018

The following two tables illustrate the number of incidents where primary response or back-up assistance were provided between jurisdictions. It also includes the number of 'responses', i.e. there may have been more than one police unit responding to a single incident. The HRP mutual aid to RCMP is 1365 incidents and a total of 2292 responses; and the RCMP mutual aid to HRP is1265 incidents and a total of 2124 responses.

Table B.3.1	HRP Responds to RCMP Areas		
Total		1365	2292
Incidents	Description	Incidents	Responses
DRIV	DRIVING COMPLAINT	225	381
PASS	PROACTIVE ASSIGNMENT	237	351
WEAP	WEAPONS	37	137
IMPD	IMPAIRED DRIVING COMPLAINT	62	127
SUIC	SUICIDE- ATTEMPT	58	115
MVIF	MVA- INJURY / FATALITY	68	105
ACIT	ASSIST CITIZEN	64	88
MVPD	MVA- PROPERTY DAMAGE	63	82
FOOT	FOOT PATROL	50	58
SUSV	SUSPICIOUS VEHICLE	28	56
PURS	PURSUIT	20	44
ASSI	ASSAULT- IN PROGRESS	16	38
MENP	MENTALLY ILL PERSON (SEC 38-1 / NSHA)	14	38
PSCH	PERSON / STREET CHECK	37	37
MISP	MISSING PERSON	19	36
DIST	DISTURBANCE (PHYSICAL)	19	34
THRE	THREATS	17	32
OTCC	OTHER CRIMINAL CODE	20	27
ASOA	ASSIST OTHER AGENCY	22	27
SUSP	SUSPICIOUS PERSON	20	26
ROBI	ROBBERY- IN PROGRESS	■	23
PHON	PHONE CALLS (HARASSING)	12	21
MURD	MURDER / ATTEMPT MURDER	■	19
MVHR	MVA- HIT & RUN (PROPERTY DAMAGE)	12	19
ALPB	ALARM- PRE-BOARD (AIRPORT)	19	19
THEI	THEFT- IN PROGRESS	■	19
BEIP	BREAK & ENTER- IN PROGRESS	10	17
UNWP	UNWANTED PERSON	11	17
ARRW	WARRANT OF ARREST	10	16
MSCI	MISCELLANEOUS / SUSPICIOUS CIRCUMSTANCES	10	16
AOPA	ASSIST OTHER POLICE AGENCY	10	16

Table B.3.2	RCMP Responds to HRP Areas		
Total		1265	2124
Incident	Description	Incidents	Responses
DRIV	DRIVING COMPLAINT	233	327
PASS	PROACTIVE ASSIGNMENT	85	166
IMPD	IMPAIRED DRIVING COMPLAINT	91	160
SUIC	SUICIDE- ATTEMPT	57	118
MISP	MISSING PERSON	49	106
WEAP	WEAPONS	35	106
ACIT	ASSIST CITIZEN	68	88
MVIF	MVA- INJURY / FATALITY	45	82
OTCC	OTHER CRIMINAL CODE	44	78
MVPD	MVA- PROPERTY DAMAGE	52	77
ASSN	ASSAULT- NOT IN PROGRESS	27	55
MVHR	MVA- HIT & RUN (PROPERTY DAMAGE)	26	45
SUSV	SUSPICIOUS VEHICLE	26	44
THRE	THREATS	26	41
THEI	THEFT- IN PROGRESS	29	37
ASOA	ASSIST OTHER AGENCY	22	36
ROBI	ROBBERY- IN PROGRESS	16	32
SUSP	SUSPICIOUS PERSON	16	31
DIST	DISTURBANCE (PHYSICAL)	15	31
AWOL	AWOL (RE: INTERMITTENT SENTENCE)	15	30
ASSI	ASSAULT- IN PROGRESS	16	28
911U	911 CALL- UNKNOWN TROUBLE	12	24
DISP	DISPUTE (VERBAL)	13	21
UNKT	UNKNOWN TROUBLE	11	21
MSCI	MISCELLANEOUS / SUSPICIOUS CIRCUMSTANCES	13	19
ARRW	WARRANT OF ARREST	10	16
BEIP	BREAK & ENTER- IN PROGRESS		
THEN	THEFT- NOT IN PROGRESS	12	14
CHCM	CHILD CUSTODY MATTERS	10	14
ALAC	ALARM- COMMERCIAL	10	13
ANIM	ANIMAL COMPLAINT	11	13
UNWP	UNWANTED PERSON		13
PHON	PHONE CALLS (HARASSING)		13
NOIS	NOISE COMPLAINT		12
911H	911 CALL- HANGUP		12
MENP	MENTALLY ILL PERSON (SEC 38-1 / NSHA)		12
PURS	PURSUIT		12
PROP	LOST/FOUND PROPERTY		11
DEAT	DEATH (SUDDEN)		11
PDAM	PROPERTY DAMAGE		

AOPA	ASSIST OTHER POLICE AGENCY
LIQO	LIQUOR OFFENCE
DRUG	DRUGS
ROBN	ROBBERY- NOT IN PROGRESS
THVN	THEFT/ATTEMPT OF VEHICLE- NOT IN PROGRESS
FRNP	FRAUD- NOT IN PROGRESS
INJP	INJURED PERSON
SEXA	SEXUAL ASSAULT
ABKI	ABDUCTION / KIDNAPPING
AAMB	ASSIST AMBULANCE
THVI	THEFT/ATTEMPT OF VEHICLE- IN PROGRESS
BENP	BREAK & ENTER- NOT IN PROGRESS
FOOT	FOOT PATROL
TMVI	THEFT FROM MOTOR VEHICLE- IN PROGRESS
ABAN	ABANDONED VEHICLE
YOUT	YOUTH COMPLAINT
WERF	WEAPONS- RECOVERED / FOUND
ALAH	ALARM- HOLDUP (COMMERCIAL)
FRIP	FRAUD- IN PROGRESS
OFTA	OFFENDER TRACKING ALARM
PROW	PROWLER
FIRP	FIRE (***POLICE RESPONSE***)
911A	911 CALL- ABANDONED
DATV	DRIVING COMPLAINT-ATV
BOMB	BOMB THREAT
INSP	INSECURE PREMISES
OTPS	OTHER PROVINCIAL STATUTES
ALAR	ALARM- RESIDENTIAL
IACT	INDECENT ACT
MDOG	MUNICIPAL DOG BY-LAW
PSCH	PERSON / STREET CHECK
TRAC	TRANSPORT COURT
GARB	MUNICIPAL LITTERING/GARBAGE DUMPING B'LAW
TRAN	TRANSPORT
TMVN	THEFT FROM MOTOR VEHICLE-NOT IN PROGRESS
SUSD	SUSPENDED DRIVER

Appendix C   Allocated and Unallocated Analyses

The *Review* Report and these Appendices include several tables containing the data used to illustrate the various measurements. Many data reports were created which are not included, but in the event of questions on the methodology, *perivale + taylor* can provide the reports.

C.1   Methodology

CAD AND RMS SYSTEMS: ANALYTICAL LIMITATIONS

Police CAD and RMS systems are not designed as time tracking systems, but rather as systems to support effective police response to the community's calls for service, and to support effective follow-up investigations of crimes. This section documents those limitations to both extraction and interpretation of CAD and RMS data encountered during its detailed study of the data set in order to generate valid statistical reports and compute allocated versus unallocated officer time.

Tables and figures presented elsewhere in this report may be considered valid and accurate within the limitations stated herein.

CAD SYSTEM

The CAD system tracks police unit activity, and not the activity of individual officers. Thus, calculation of figures such as available and allocated officer-hours is based on extrapolation of logon data, and that of unit data when police units are assigned, dispatched, and on scene.

CAD tracks event details such as incident type, location, and coordinates the dispatch of incidents and police units' attendance at calls in terms of unit-hours. Reliable scaling factors were developed through a detailed analysis of log-on data which allow CAD's native unit-hour allocation values to be scaled to the desired officer-hours.

Duty time in officer-hours is calculated using a reasonable two-hour window centred on shift start and end times, in order to capture log-ons from those officers who log on either early, or late, for their assigned shifts. While it is possible to track CAD log-ons at all hours, the issue of automatically and reliably attaching those logons to a particular shift for computational purposes is complex and would be more suitable for an HRP/RCMP internal analytical project should this be deemed necessary.

CALL DISPOSITIONS

Primary investigation officers use CAD to indicate the final status of each incident. There are several types of call dispositions, but the ones most relevant the *Review* concern those incidents which were cleared 'Notebook' (i.e. no formal report to be submitted other than the extant records in the CAD system), or as 'report to follow' with a General Occurrence report (GO).

Incidents cleared with a report to follow (i.e. some follow-up either by the primary investigation officers or via assignment of the case to a specialized investigative section are transferred to the records management system (RMS). The baseline incident data is copied from the mobile laptop's CAD application to its RMS application, running on the same computer.

The possibility of broken back links is addressed in the recommendations.

RMS SYSTEM

Once an incident arrives in the RMS system for follow-up, the incident data becomes the basis of the case within RMS. RMS is 'task based', a follow-up investigation is reviewed by a supervisor and then assigned as a task to an investigator.

Simple cases may comprise a single task, while complex investigations may generate a large number of tasks. For example, a theft may be handled as a single-task case, while serious crimes with identified suspects will have numerous tasks (interviews, exhibits to be seized, or evidence to be examined for forensics, DNA, or other tests).

General Conditions for Analytical Reports

This section briefly describes the definitions and delineations used for production of the *Review's* analytical reports as part of this project.
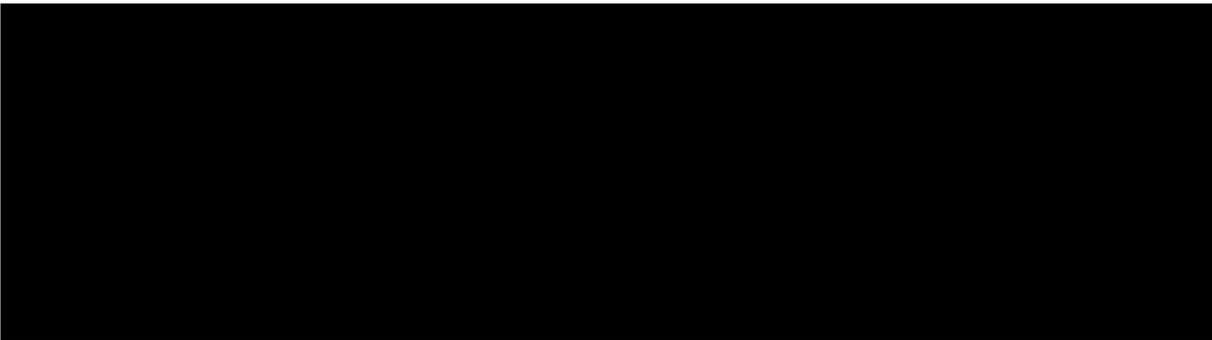
DEFINITIONS OF TERMS

CAD incidents include both those incidents reported by the public (calls for service) and those incidents that were initiated by the police. An example of the latter is a traffic violation which causes a CAD incident to be created when the vehicle is stopped. This report classifies the following four incident types as 'self-initiated' or 'proactive' incidents:

Incident Type	Description
FOOT	A self-initiated foot patrol
TRST	A traffic stop
PSCH	A person check
PASS	A proactive assignment

All other incident types are classified as 'calls for service', incidents where the police response is initiated as a result of a call from the public. Self-initiated officer-hours are differentiated from service call officer-hours in some analytical reports.

Police primary investigation units (responding to calls for service and providing first response), most frequently HRP patrol units and RCMP general duty units, include the following CAD system categories:

| Unit Type	Description
BP	Beat/bicycle patrol
HP	Highway patrol
K9	Dog unit
PS	Patrol supervisor
PT	Patrol & General Duty units
TF	Traffic unit
WC	Watch commander

ALLOCATED TIME

'Allocated time' is the time spent by police officers on responding to calls from the public for police assistance, referred to as *calls for service*. One officer attending a call that lasts one hour generates one hour of allocated time, but a *two-officer police unit* on another call for one hour will generate two *hours* of allocated time.

Calculation of allocated time is complicated by limitations of the CAD system, as CAD does not record the number of officers attending an incident, but rather only the number of police units. As the assignment of officers to units varies, it is not possible to directly calculate officer-hours after a particular police unit's attendance at a particular incident.

Unit-hours per incident are easily available from CAD (e.g. two units attended an incident for one and two hours respectively, generating three unit-hours of allocated time).

A statistical approach was used to scale the readily calculable unit-hours to the officer-hours figures required for an accurate allocated time analysis.[167]
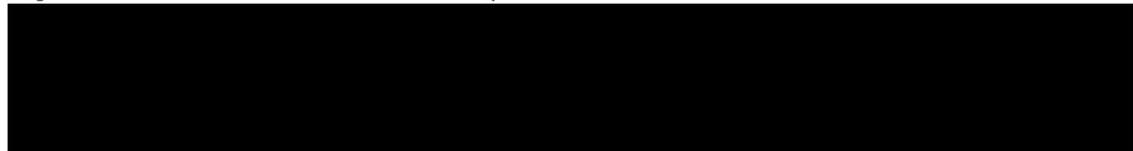
The required allocated time values for workload analysis were computed by calculating unit-hours from CAD and then scaling this figure to officer-hours using the stipulated scaling factor.

---

166 As will be discussed, this 120 officer-hours number does not necessarily imply existence of 10 police units, as some units operate with two officers
167 RCMP operates with one-officer units, but in HRP a percentage of units are deployed with two officers
168 Standard deviations of these averages were calculated and indicated that these average figures for both HRP and the RCMP are accurate

ADMINISTRATIVE TIME

'Administrative time' is based on the time devoted to pre-shift briefings and preparation, minor administrative tasks, meal breaks, and end-of-shift activities such as depositing property. Exact figures are not captured by CAD or other data systems. Estimated by at ██ percent of the available duty-hour figure, this percentage is based on previous reviews which also used this percentage.

UNALLOCATED TIME

'Unallocated time' is calculated by duty time hours minus the total of allocated time and administrative time, and expressed as a percentage. *Unallocated time* is also referred to as *Patrol Availability Factor* (PAF).[169]

PROACTIVE TIME

'Proactive time' is police initiated, through directed patrols from crime analyses or officer initiated. In this *Review* the proactive hours were derived from the category of 'proactive time' in the CAD data. Proactive time is dependent on there being a reasonable amount of unallocated time available.
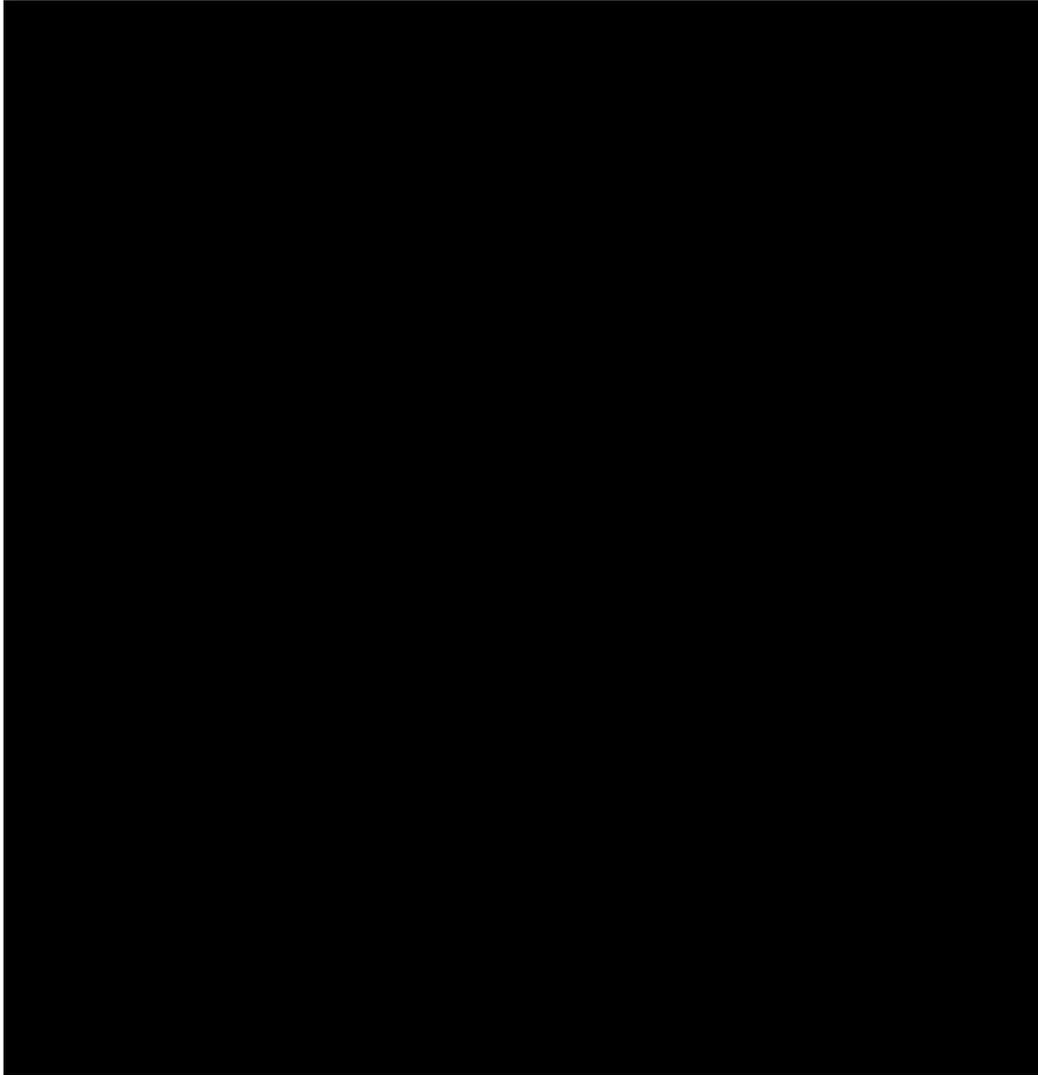

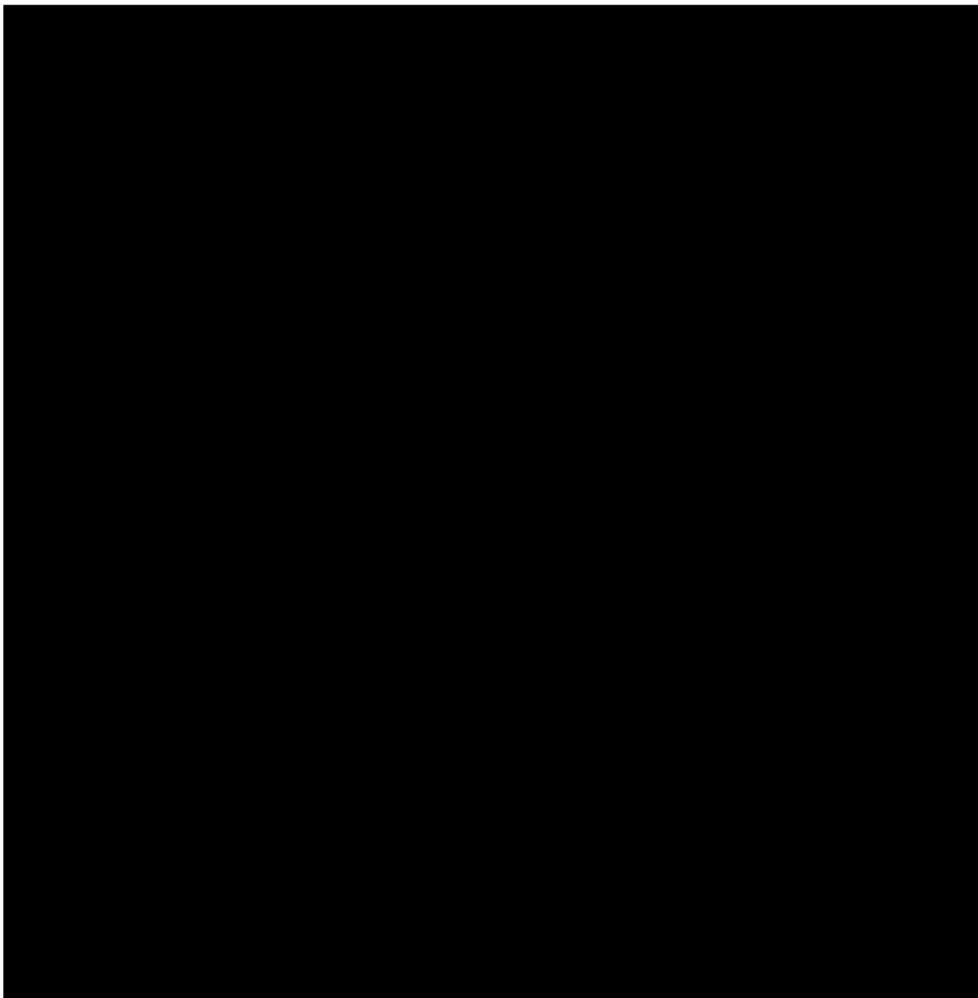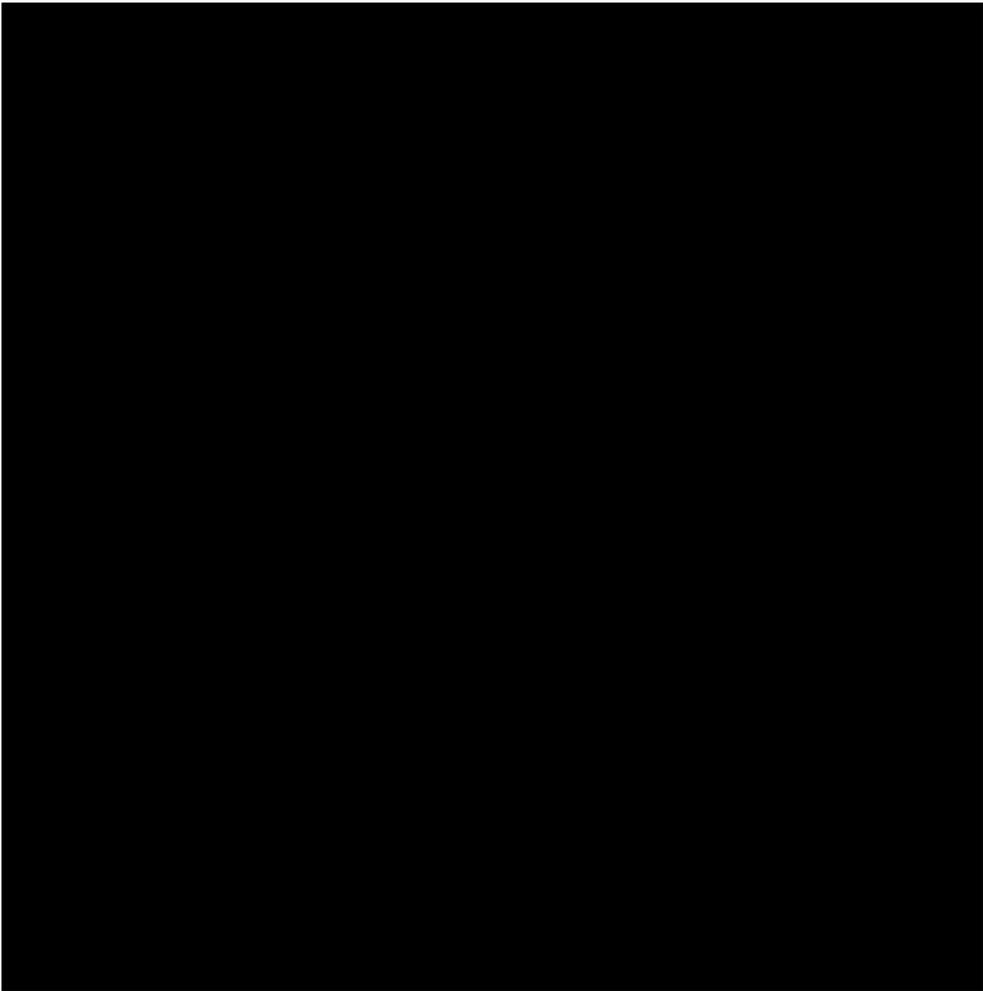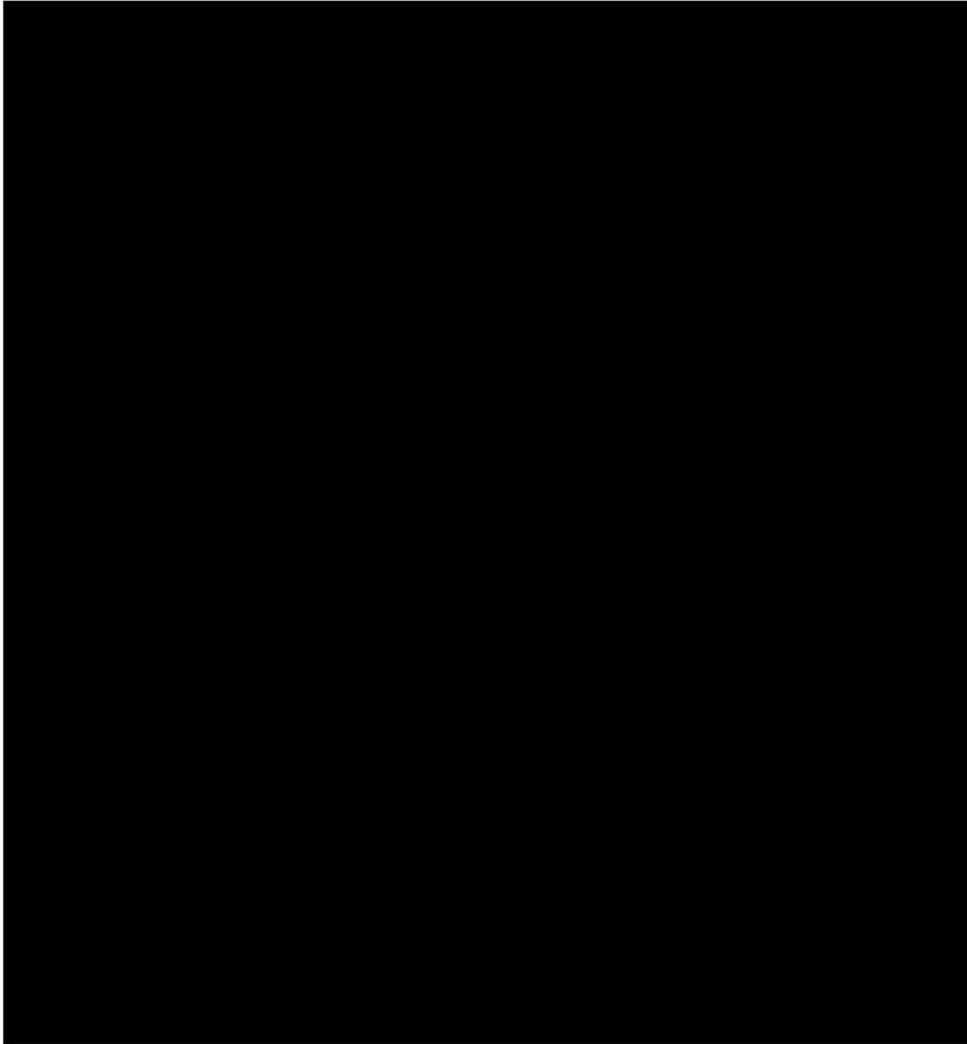169 Patrol Availability Factor (PAF) is used in the literature
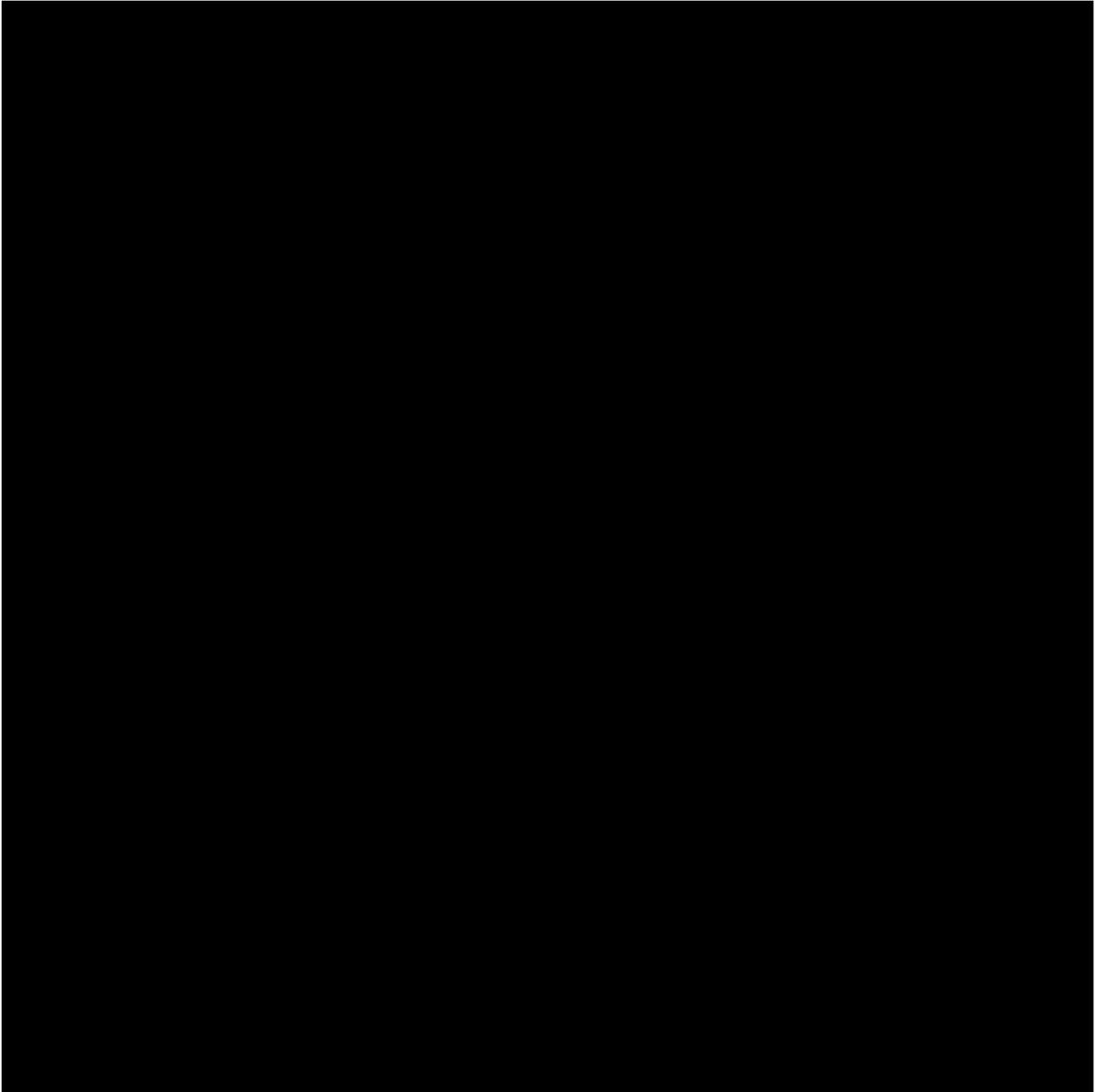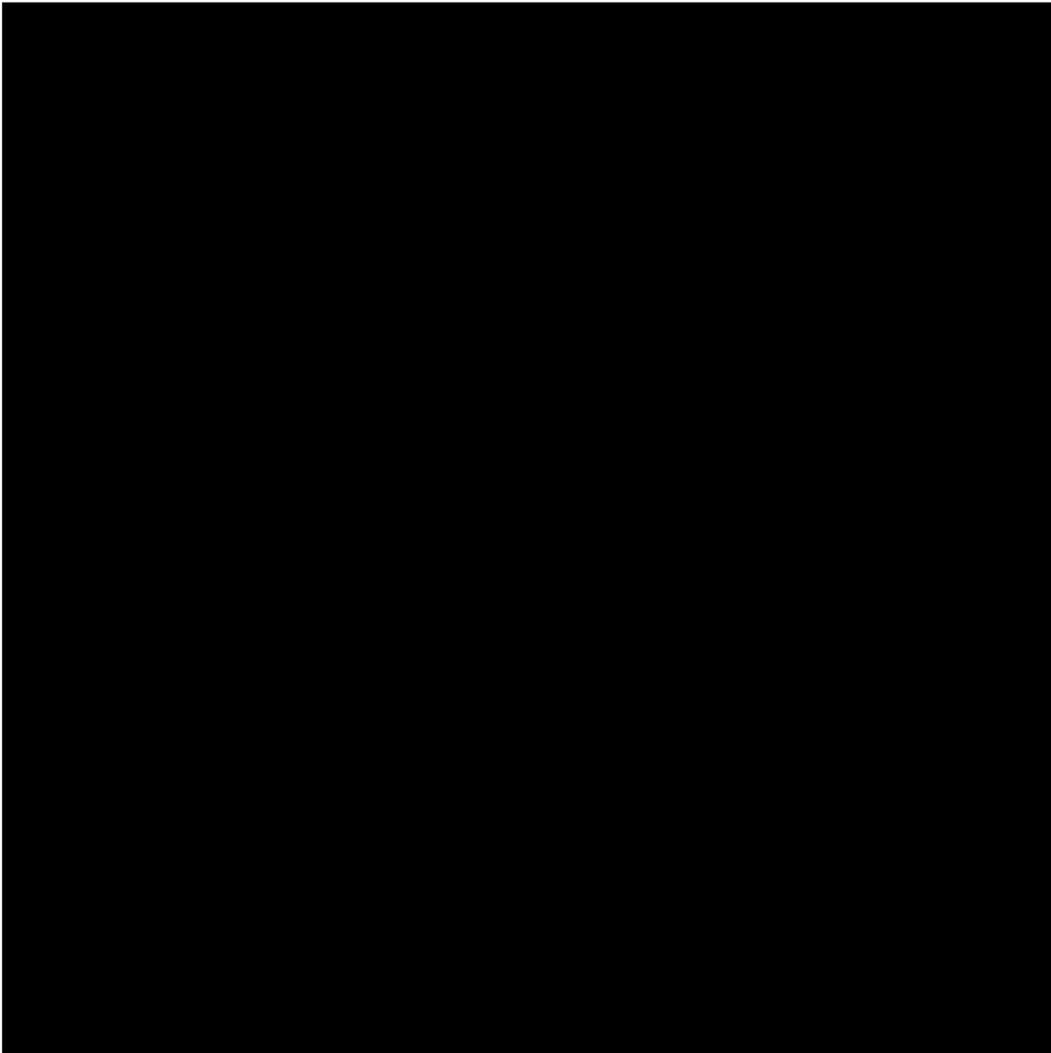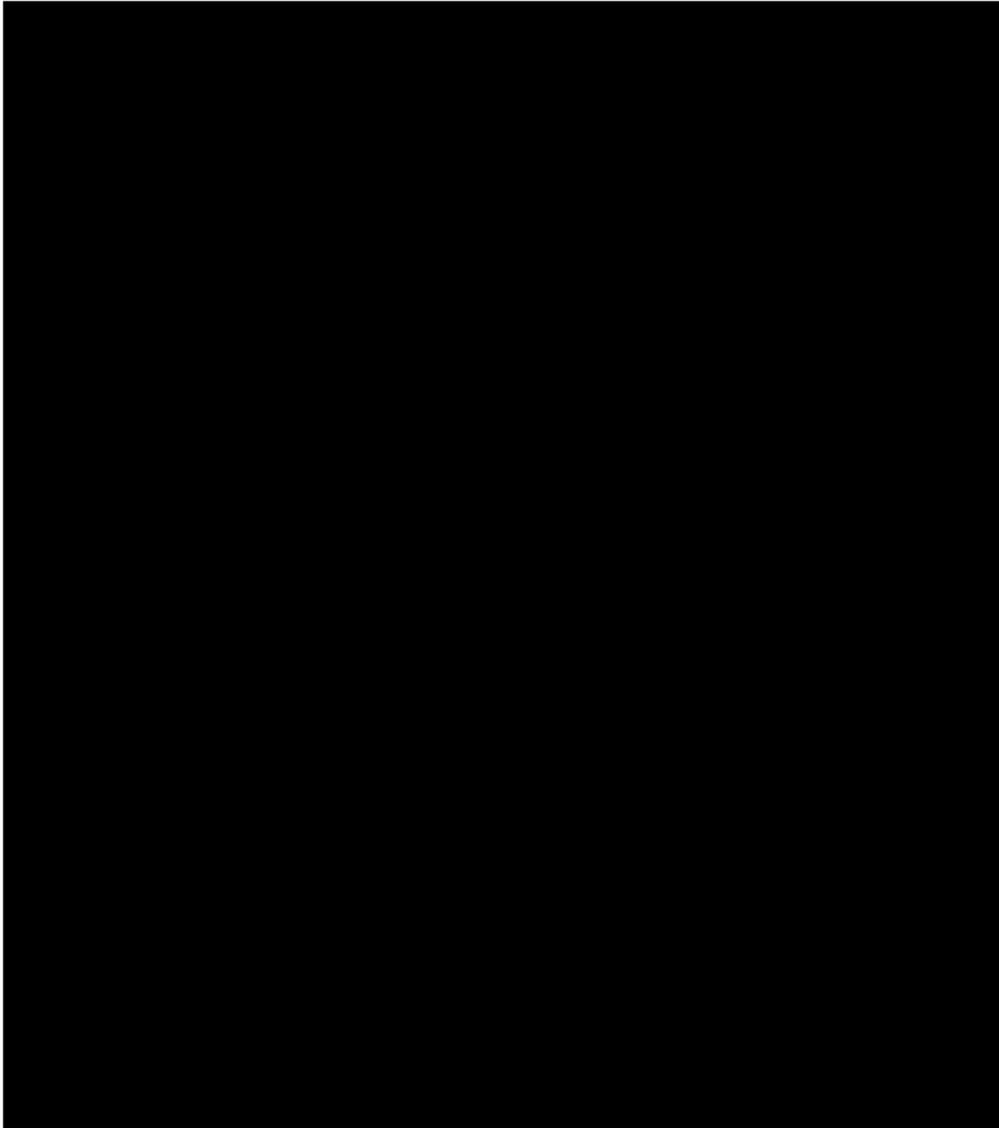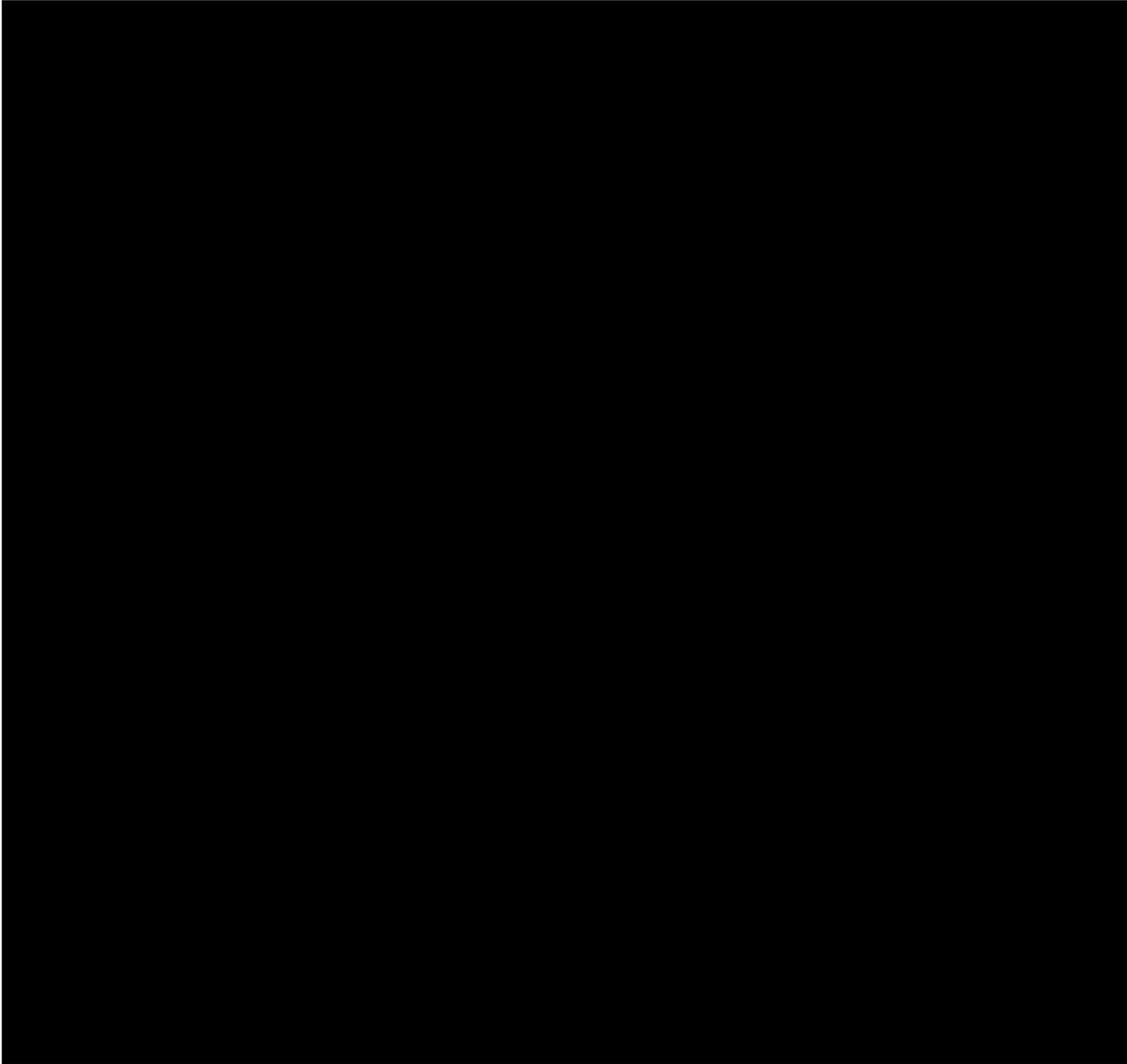
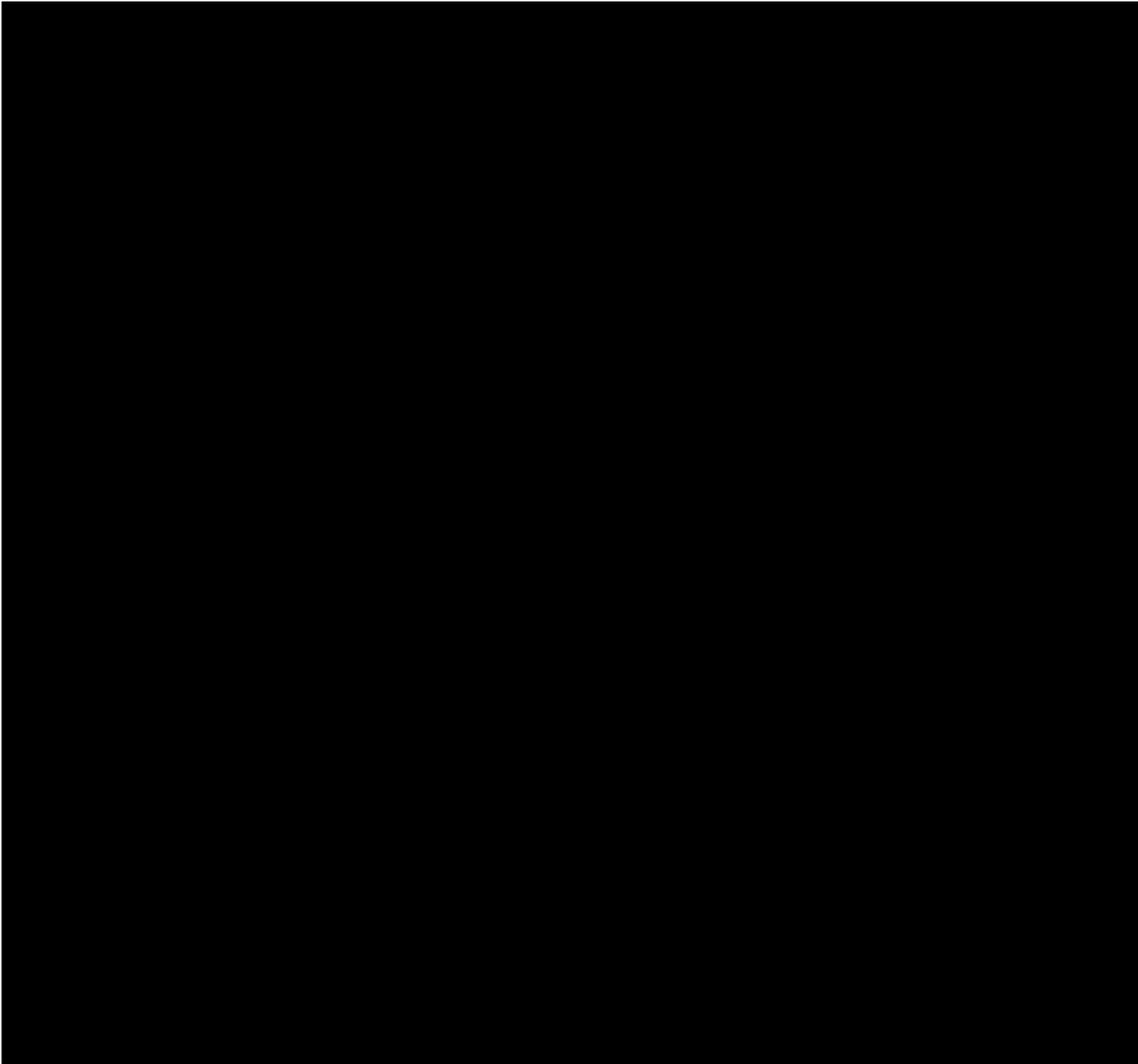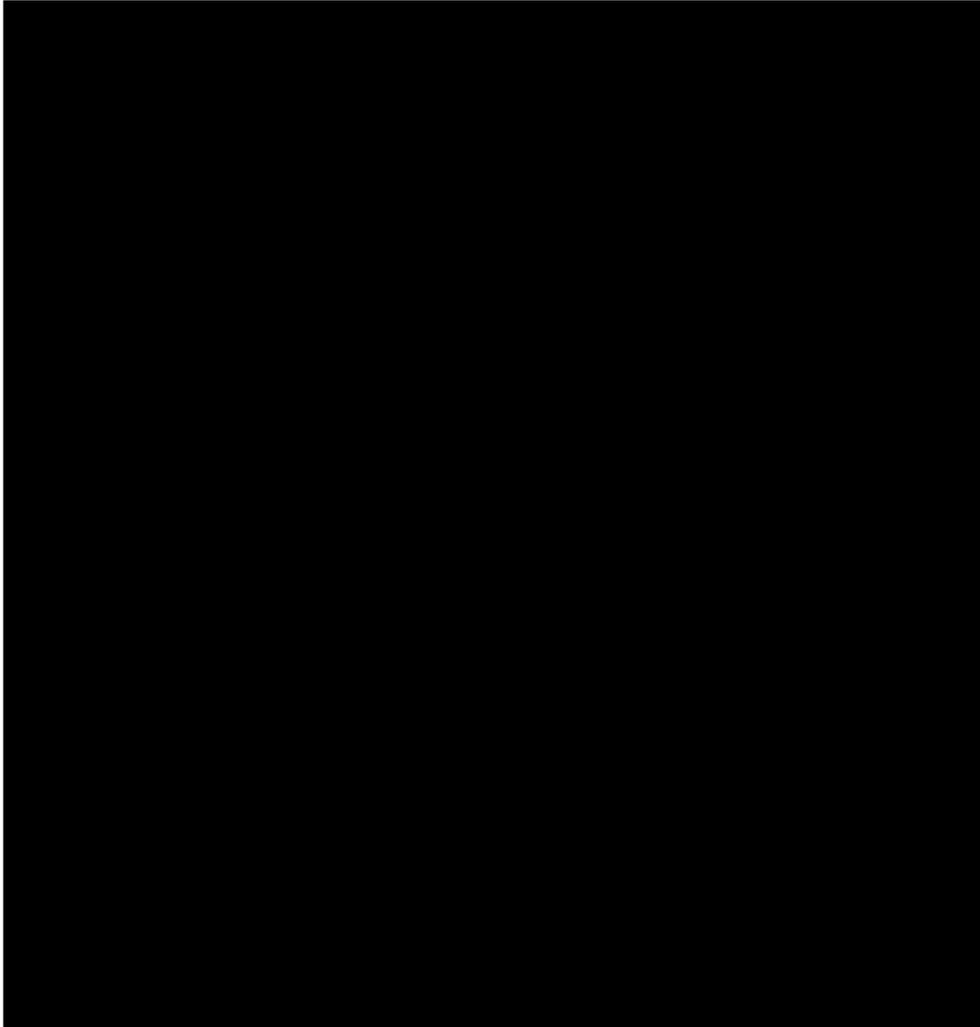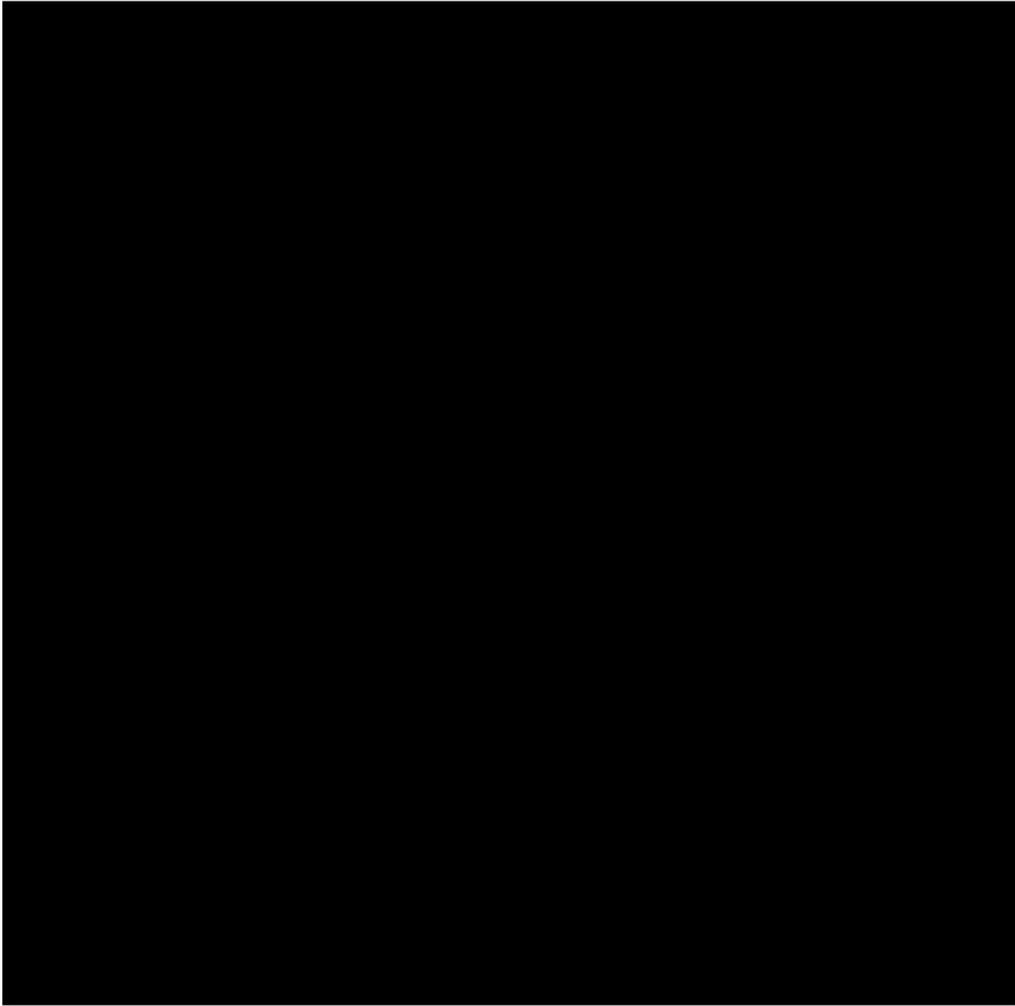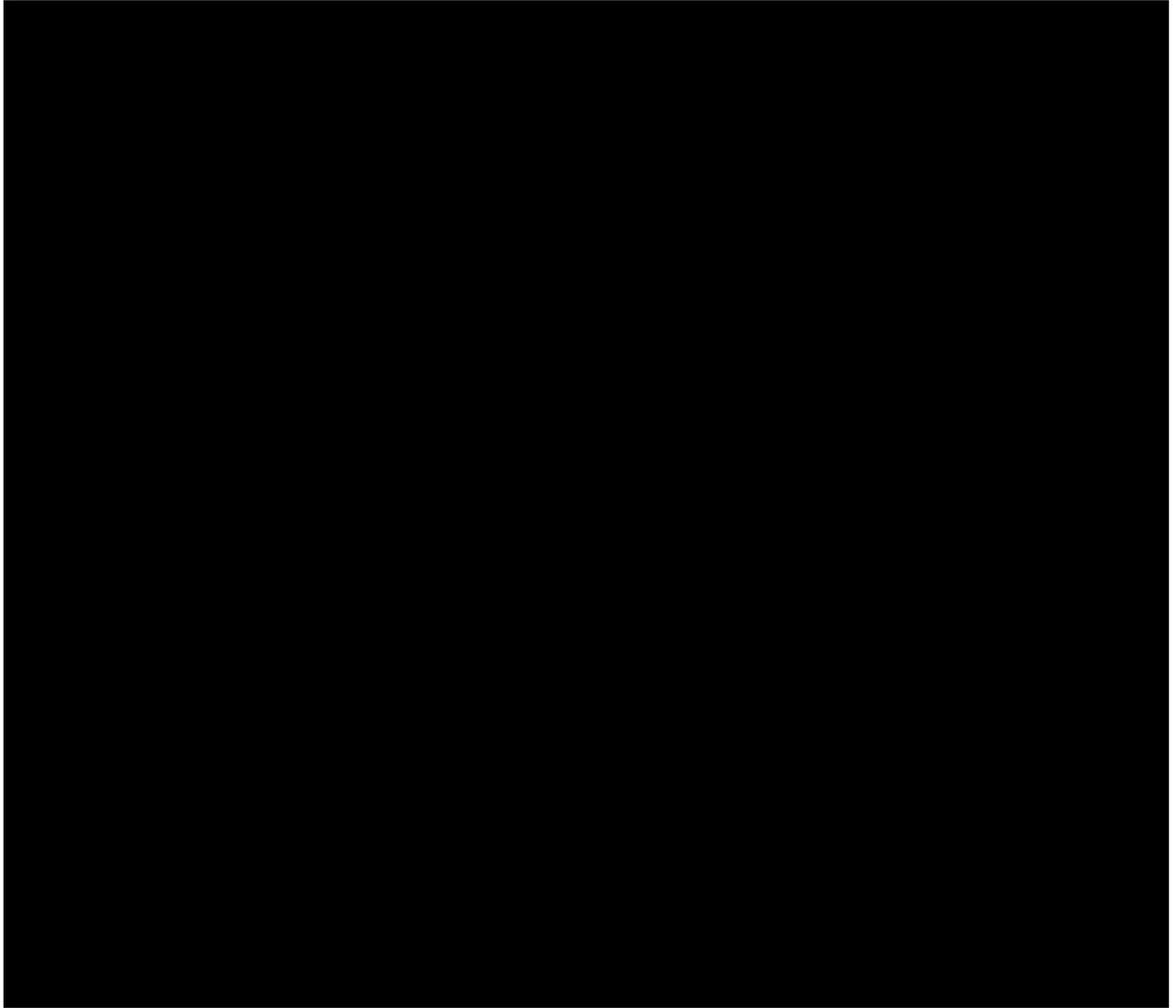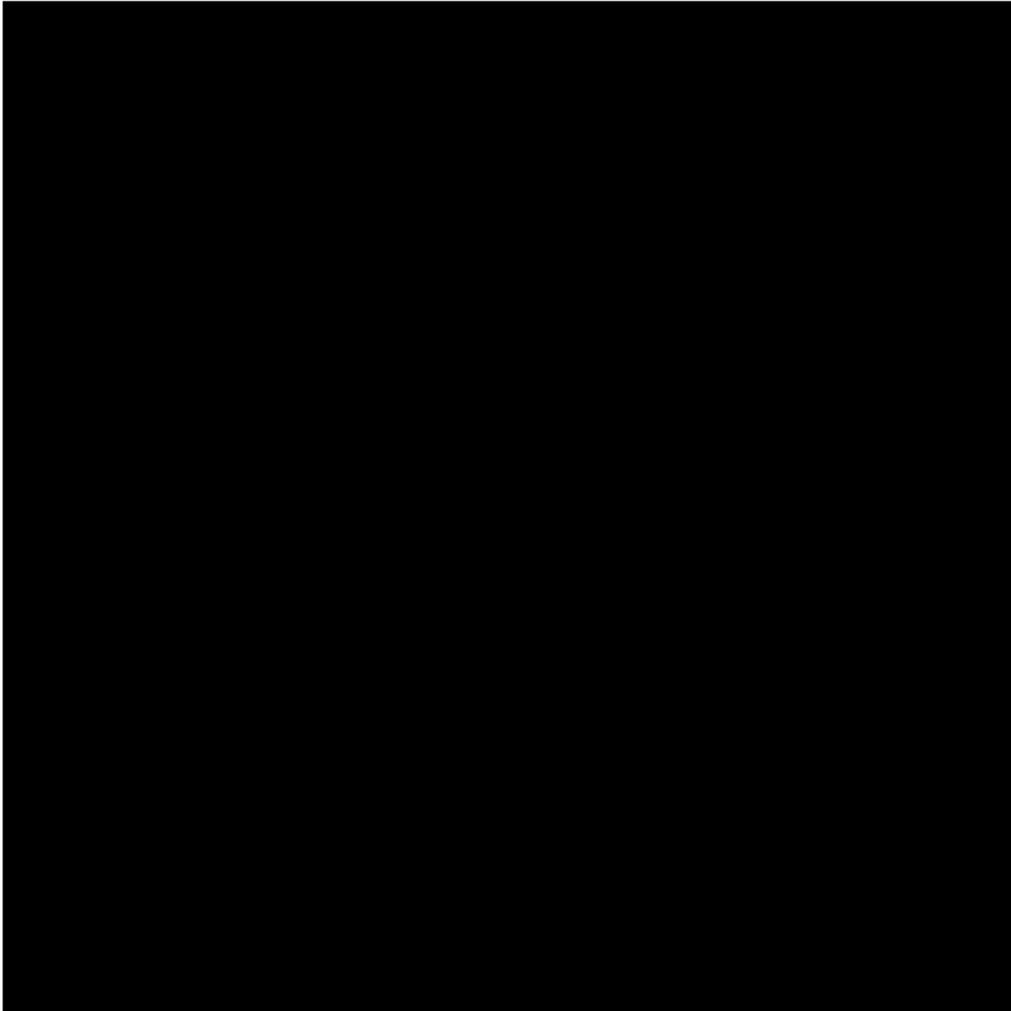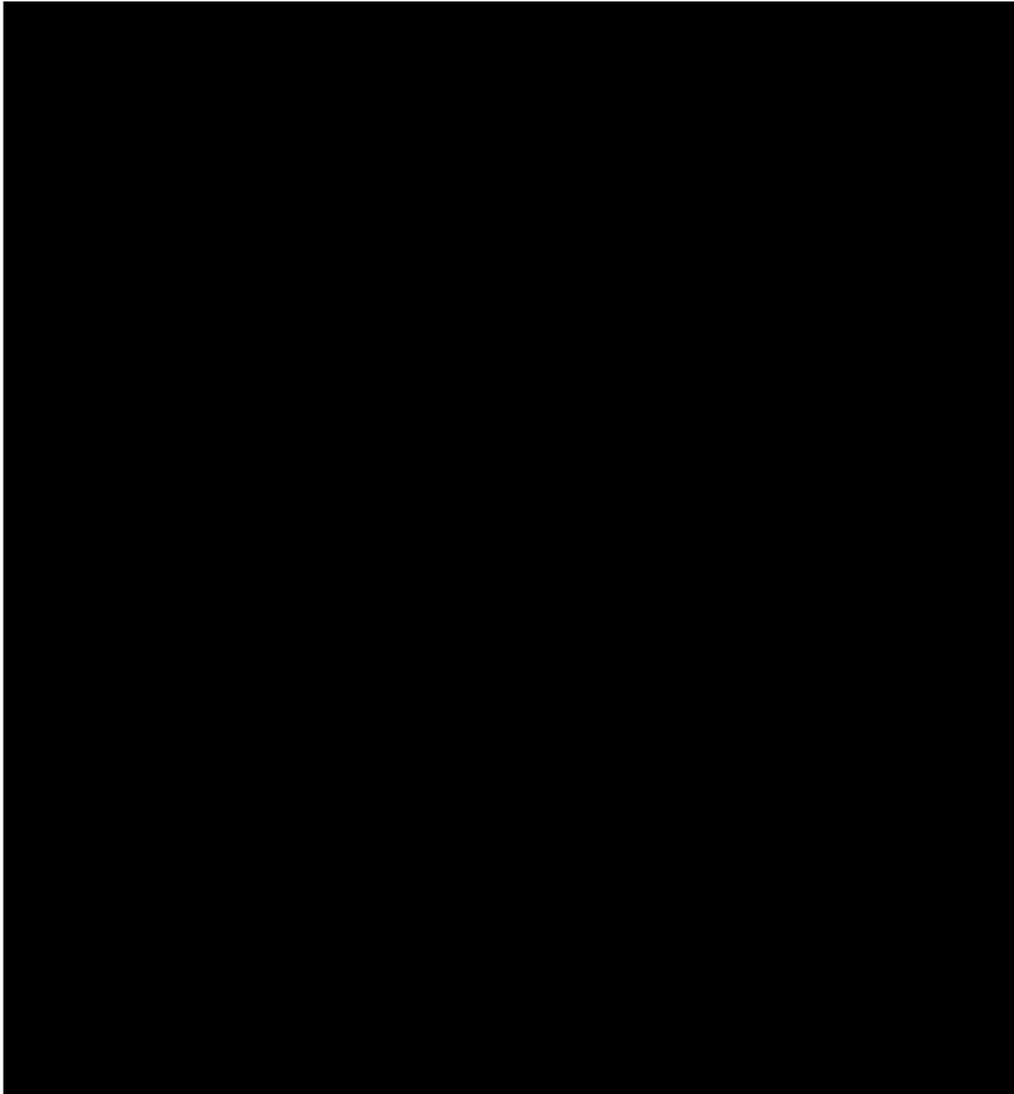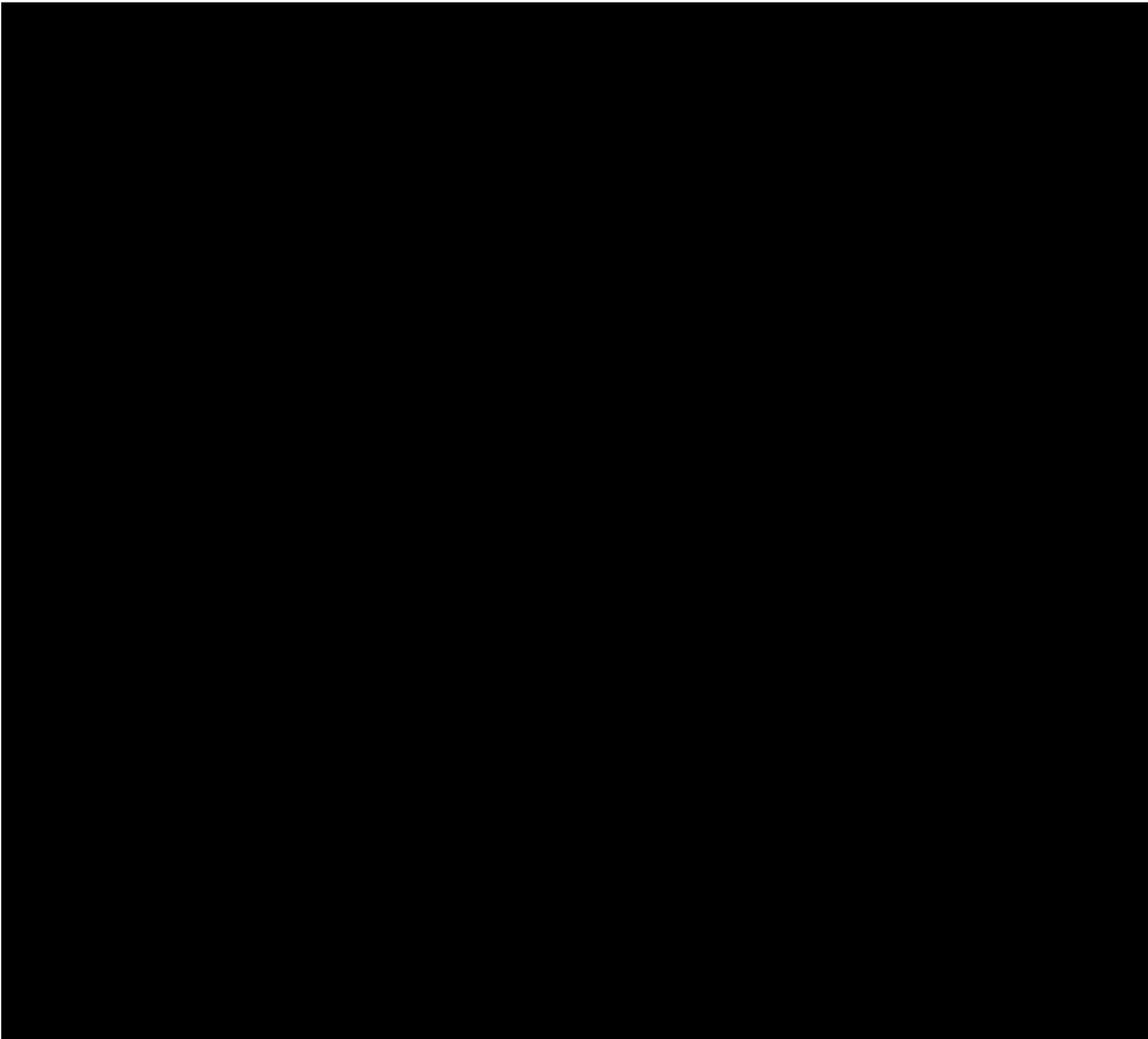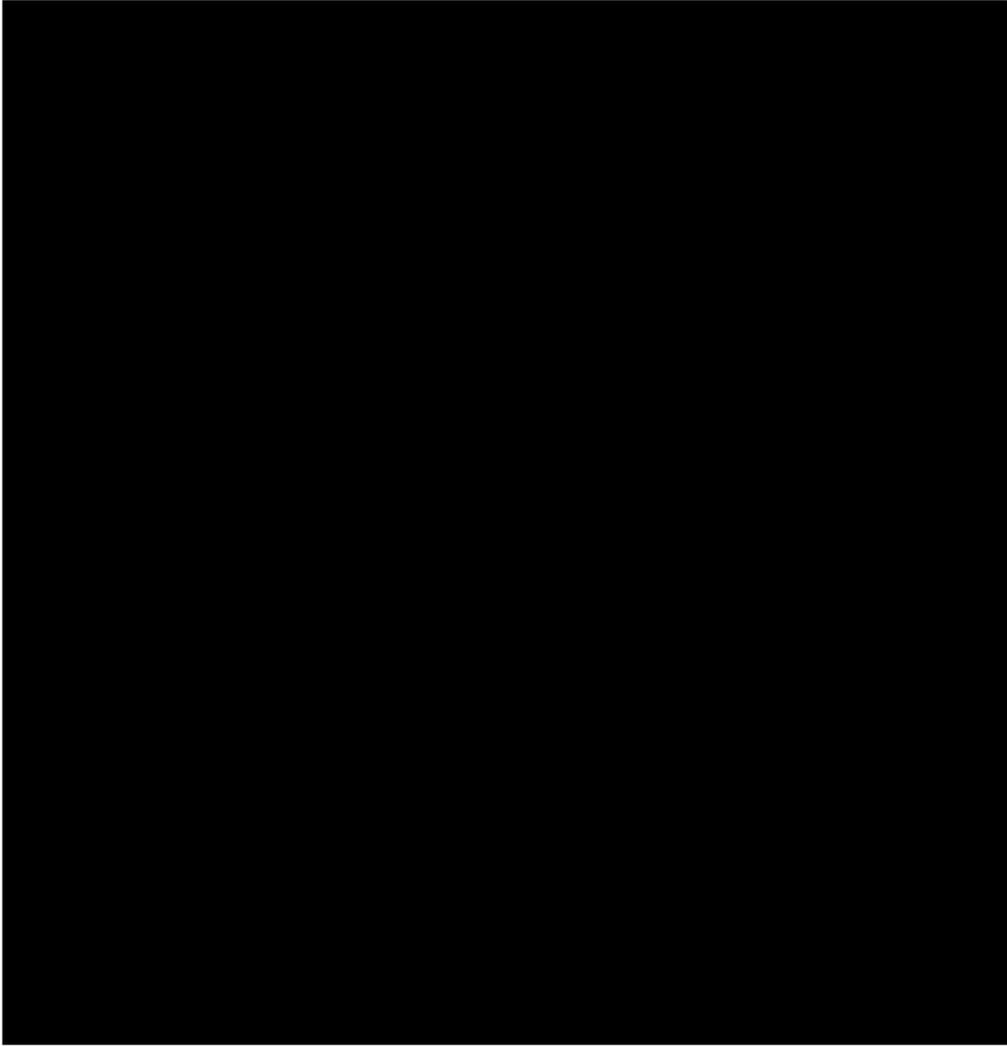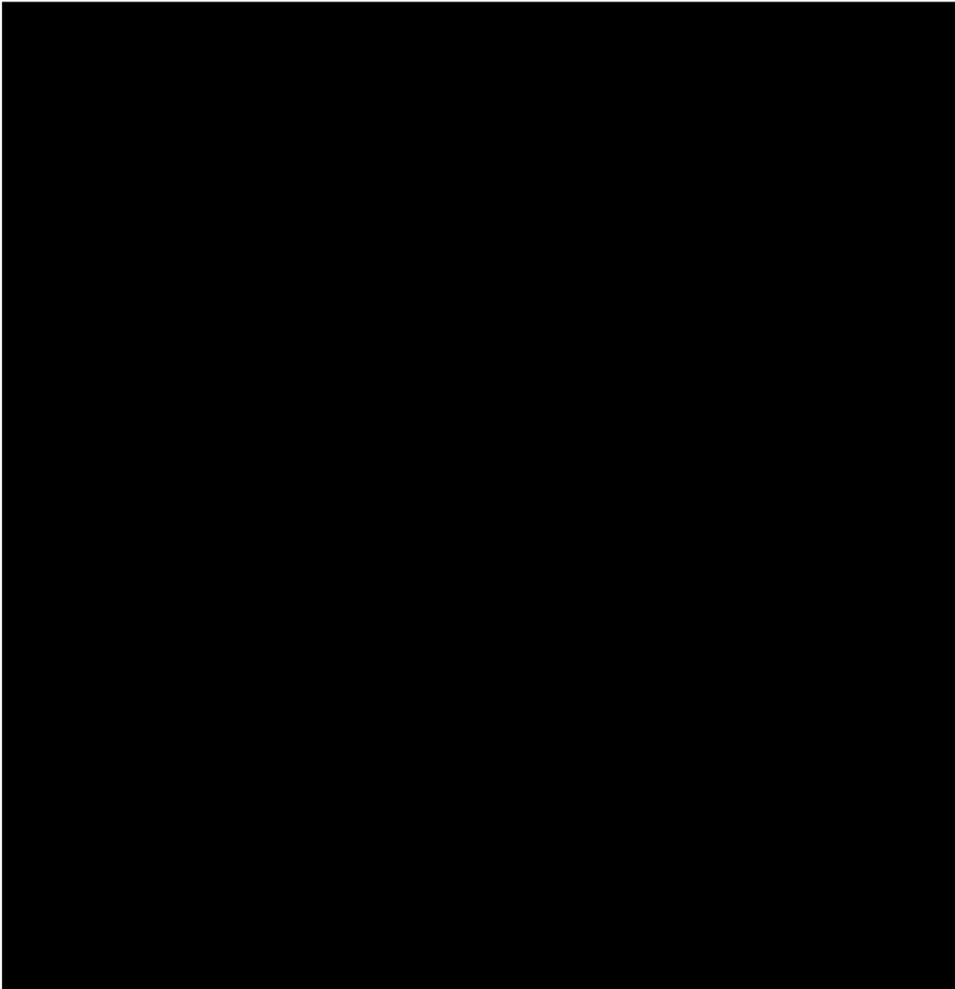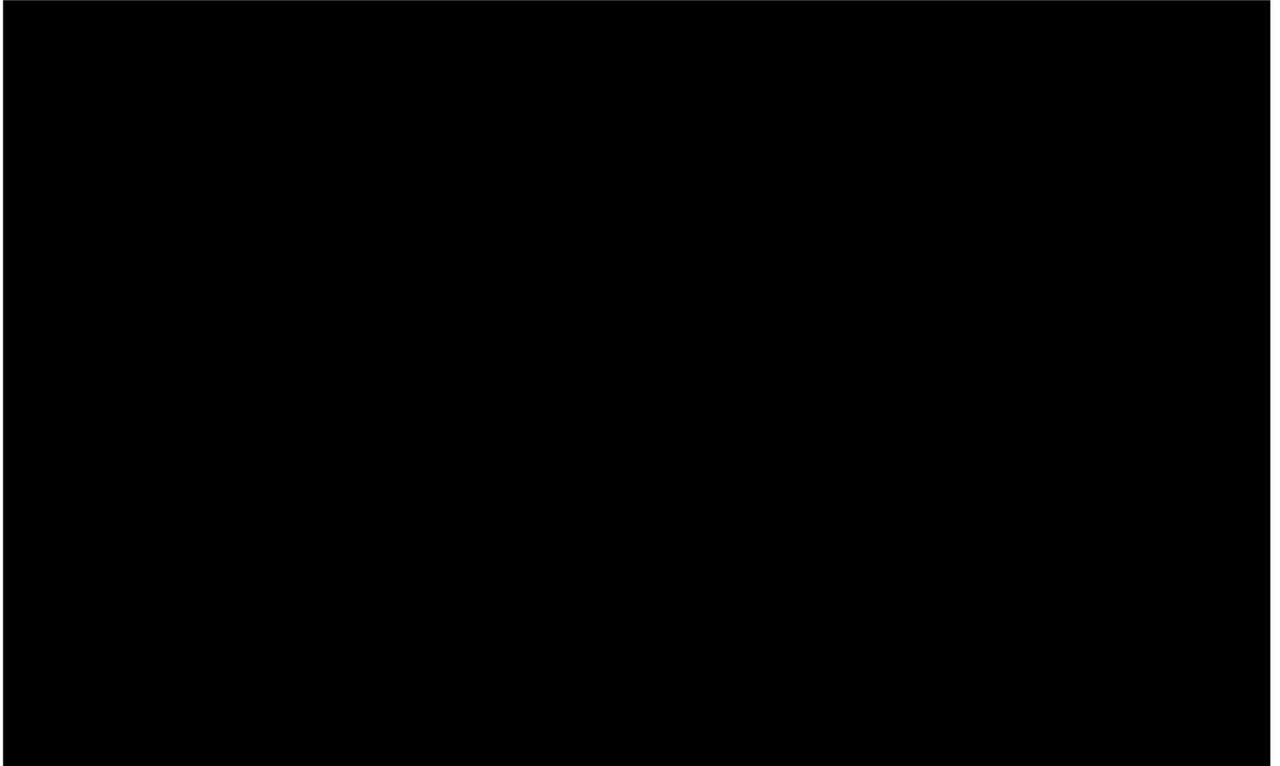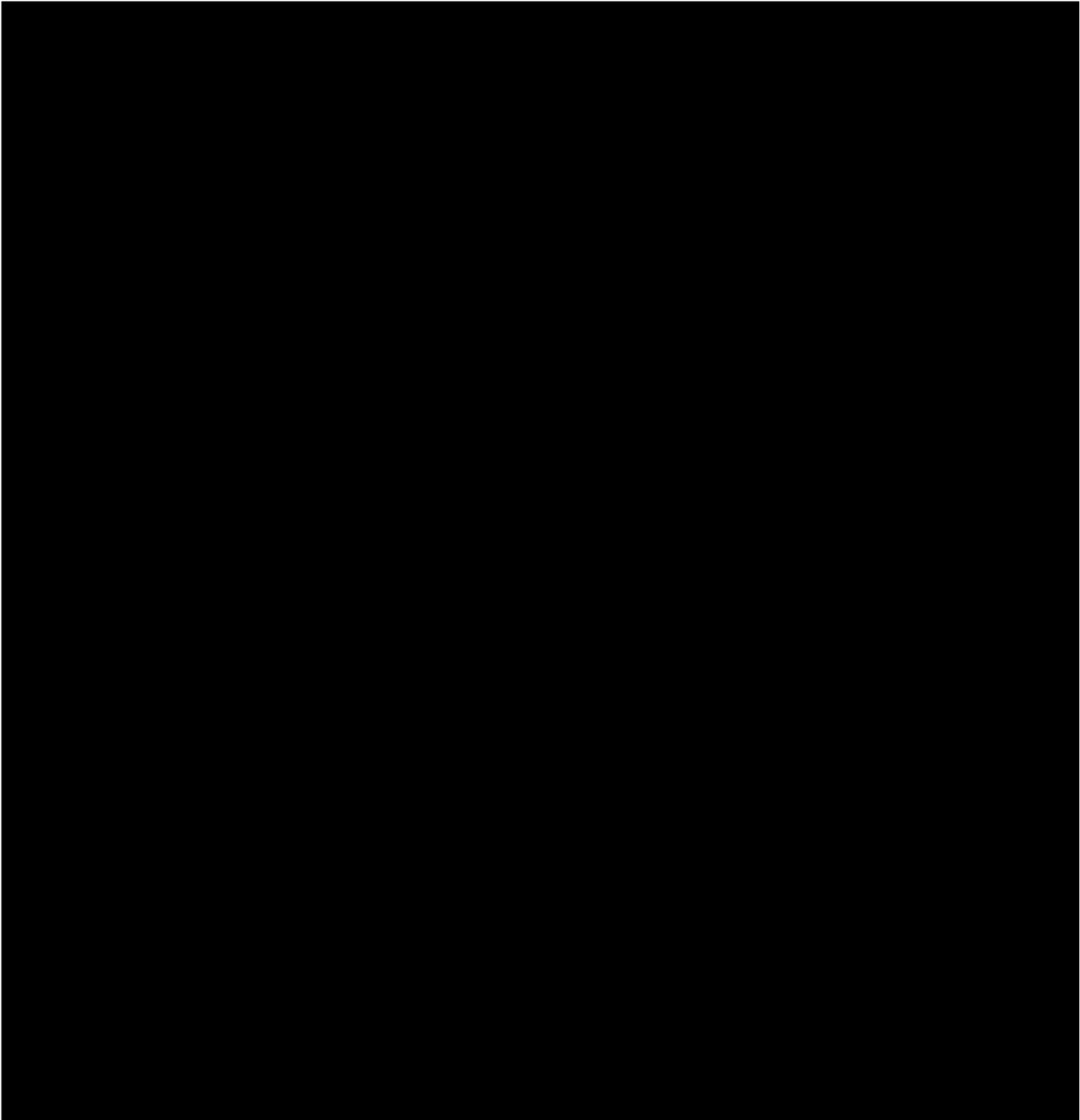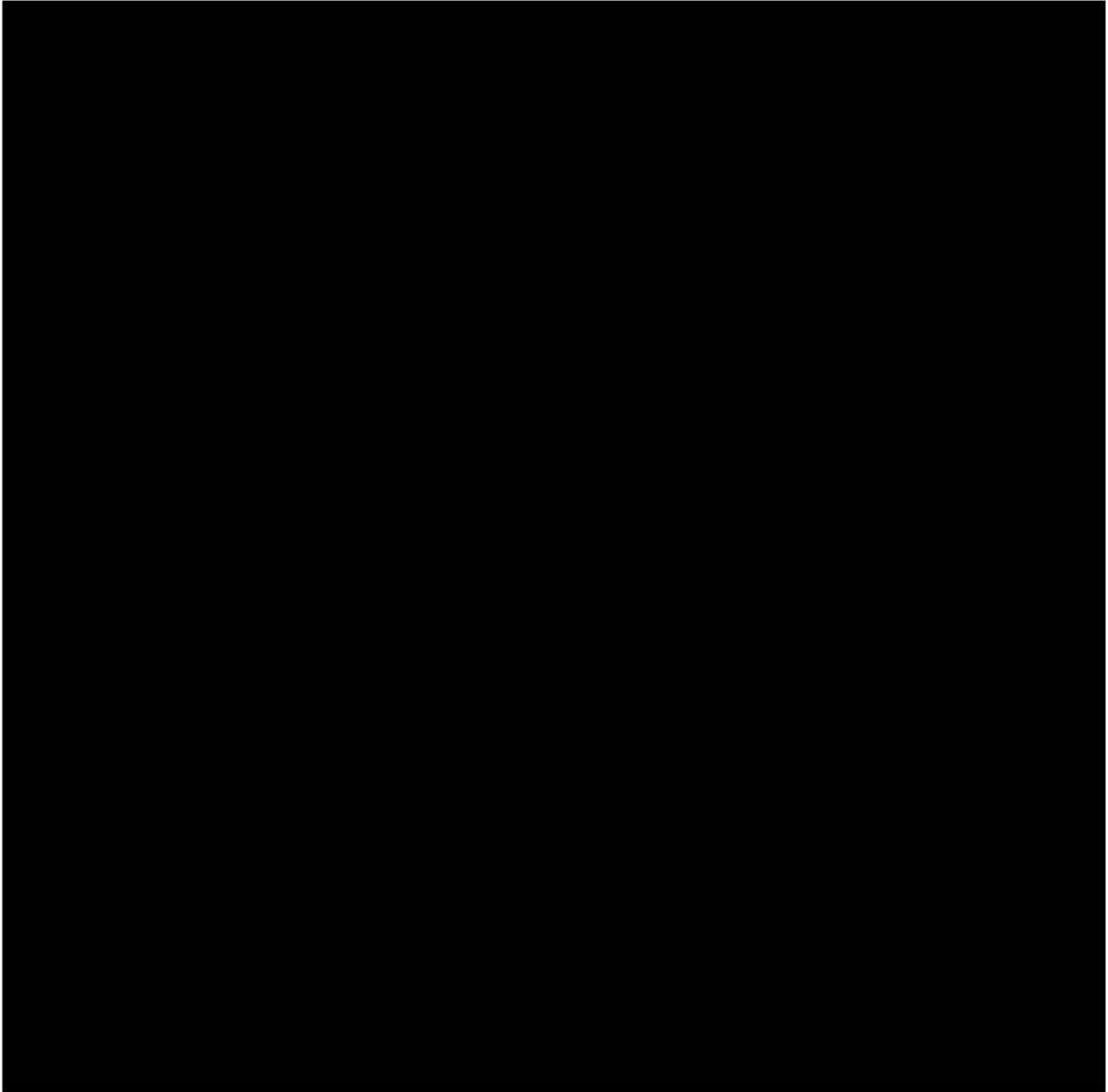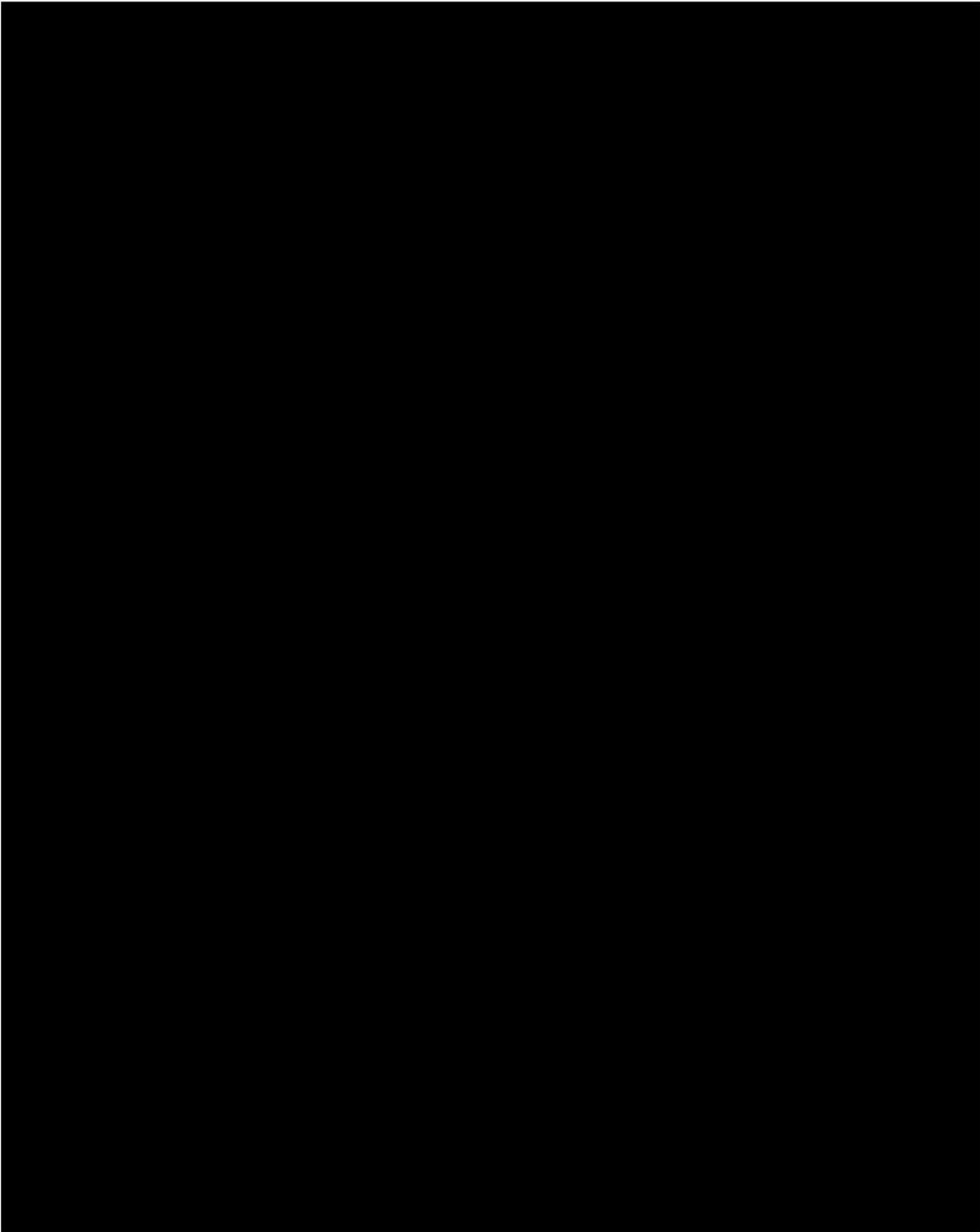## Appendix D   Occurrence File Management

D.1   Investigative Sections Referrals

Section	Description	Number of Follow-up Requests
Total		18850
COURTS	SUPPORT / COURT SECTION	8391
IDENT	CID/ISO/IDENTIFICATION	1958
FRAUD	CID/GIS/FRAUD	1034
COMCRT	SUPPORT / COMMISSIONAIRES/COURTS	963
DRUGS	CID / SES / DRUGS	693
VICE	CID / SES / VICE	472
SA2	CID / SIS / SEXUAL ASSAULT	443
SA1	CID / SIS / SEXUAL ASSAULT	374
TRAF	TRAFFIC	349
IGGU	CID / SES / INTEGRATED GANG & GUN UNIT	328
EQRU	EAST QUICK RESPONSE UNIT	322
ACCINV	SUPPORT / ACCIDENT INVESTIGATIONS	294
CQRU	CENTRAL QUICK RESPONSE UNIT	285
WQRU	WEST QUICK RESPONSE UNIT	284
SQUAD3	CID/GIS	273
SQUAD1	CID/GIS	263
SQUAD4	CID/GIS	245
SQUAD2	CID/GIS	218
SQUAD5	CID/GIS	207
RMTS	RCMP METRO TRAFFIC SERVICES	159
SA3	CID / SIS / SEXUAL ASSAULT	151
RECORD	SUPPORT / RECORDS /SUPERVISOR	132
CHILDP	CID / SES / INTERNET CHILD PORNOGRAPHY	128
MHU	MOBILE HEALTH UNIT	106
LIQQRU	LIQUOR RELATED OFFENSES QUICK RESPONSE U	104
HEAT	CID / SIS / HIGH-RISK ENFORCEMENT ACTION	92
SCEU	RCMP STREET CRIME ENFORCEMENT	92
COLDC	CID / SIS / COLD CASE	64
HOMI1	HOMICIDE 1	64
HOMI2	HOMICIDE 2	46
HOMI3	HOMICIDE 3	38
PORTS	PORTS	37
SEXASL	CID / SIS / SEXUAL ASSAULT	28
HOMICI	CID / SIS / HOMICIDE	26
DFU	CID/ISO/DIGITAL FORENSICS UNIT	25
CFIU	CID / SES / COMBINED FORCES INTELL. UNIT	15
TSS	TRAFFIC SUPPORT SERVICES	15

GIS	CID /GENERAL INVESTIGATION SECTION (SSGT	13
MEDIA	CHIEF'S OFFICE / MEDIA RELATIONS	11
SES	CID / SPECIAL ENFORCEMENT SECTION (SSGT	10
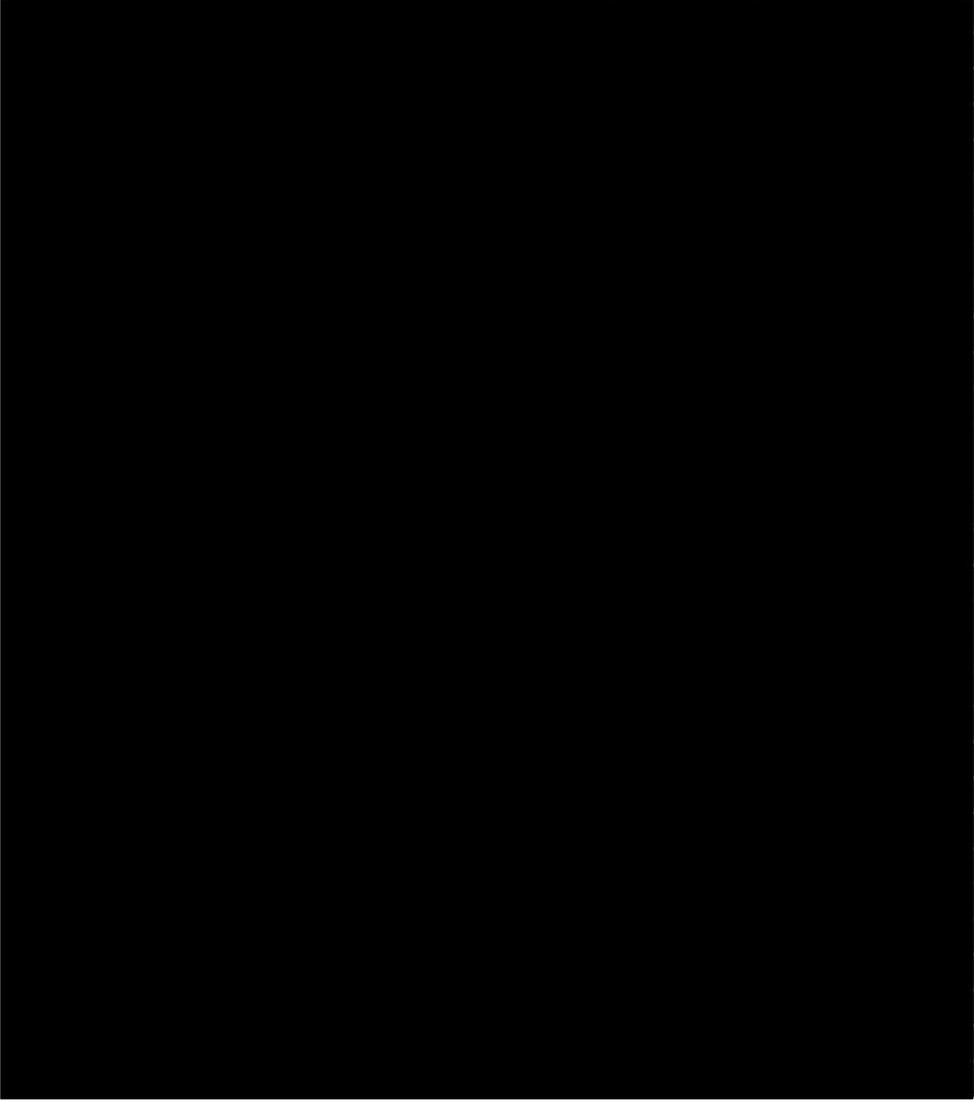
D.2   Follow-up Investigations – Age

Code	Investigative Section	Cases	Youngest Case (Days)	Oldest Case (Days)	Average Case (Days)
ACCINV	SUPPORT / ACCIDENT INVESTIGATIONS	201	0	345	14.9
CFIU	CID / SES / COMBINED FORCES INTELL. UNIT	13	0	387	31.2
CHILDP	CID / SES / INTERNET CHILD PORNOGRAPHY	89	0	346	99.6
COLDC	CID / SIS / COLD CASE	57	0	278	11.6
COMCRT	SUPPORT / COMMISSIONAIRES/COURTS	909	0	434	171.5
COURTS	SUPPORT / COURT SECTION	7352	0	434	63.7
CQRU	CENTRAL QUICK RESPONSE UNIT	254	0	387	27.4
DFU	CID/ISO/DIGITAL FORENSICS UNIT	20	1	330	131.8
DRUGS	CID / SES / DRUGS	633	0	389	59
EQRU	EAST QUICK RESPONSE UNIT	280	0	390	46.3
FRAUD	CID/GIS/FRAUD	903	0	410	36.6
GIS	CID /GENERAL INVESTIGATION SECTION (SSGT	11	0	91	20.2
HEAT	CID / SIS / HIGH-RISK ENFORCEMENT ACTION	80	0	387	46.5
HOMI1	HOMICIDE 1	52	0	387	129.3
HOMI2	HOMICIDE 2	43	0	387	95.2
HOMI3	HOMICIDE 3	35	0	390	79.2
HOMICI	CID / SIS / HOMICIDE	26	0	390	118.6
IDENT	CID/ISO/IDENTIFICATION	1688	0	410	86
IGGU	CID / SES / INTEGRATED GANG & GUN	288	0	389	88.5
LIQQRU	LIQUOR RELATED OFFENSES QUICK RE	90	0	387	53.6
MEDIA	CHIEF'S OFFICE / MEDIA RELATIONS	10	0	109	14.9

MHU	MOBILE HEALTH UNIT	96	0	225	8.3
PORTS	PORTS	31	0	147	16
RECORD	SUPPORT / RECORDS /SUPERVISOR	104	0	280	6.4
RMTS	RCMP METRO TRAFFIC SERVICES	134	0	225	36.1
SA1	CID / SIS / SEXUAL ASSAULT	317	0	378	45.2
SA2	CID / SIS / SEXUAL ASSAULT	379	0	403	78.7
SA3	CID / SIS / SEXUAL ASSAULT	145	0	372	8.7
SCEU	RCMP STREET CRIME ENFORCEMENT	90	0	340	75.3
SEXASL	CID / SIS / SEXUAL ASSAULT	26	0	403	152.1
SQUAD1	CID/GIS	224	0	387	53.4
SQUAD2	CID/GIS	196	0	409	50.8
SQUAD3	CID/GIS	234	0	387	74.7
SQUAD4	CID/GIS	221	0	343	57.2
SQUAD5	CID/GIS	144	0	387	76.4
TRAF	TRAFFIC	229	0	257	9.4
VICE	CID / SES / VICE	406	0	365	36.1
WQRU	WEST QUICK RESPONSE UNIT	256	0	361	27.2

D.3   **Number of New Investigative Tasks 2018**

Code	Investigative Section	Number
Total		19,520
ACCINV	SUPPORT / ACCIDENT INVESTIGATIONS	213
CFIU	CID / SES / COMBINED FORCES INTELL. UNIT	12
CHILDP	CID / SES / INTERNET CHILD PORNOGRAPHY	107
COLDC	CID / SIS / COLD CASE	59
COMCRT	SUPPORT / COMMISSIONAIRES / COURTS	1281
COURTS	SUPPORT / COURT SECTION	7719
CQRU	CENTRAL QUICK RESPONSE UNIT	290
DFU	CID/ISO / DIGITAL FORENSICS UNIT	22
DRUGS	CID / SES / DRUGS	1040
EQRU	EAST QUICK RESPONSE UNIT	338
FRAUD	CID/GIS / FRAUD	1042
GIS	CID / GENERAL INVESTIGATION SECTION (SSGT	12
HEAT	CID / SIS / HIGH-RISK ENFORCEMENT ACTION	83
HOMI1	HOMICIDE 1	69
HOMI2	HOMICIDE 2	51
HOMI3	HOMICIDE 3	40
HOMICI	CID / SIS / HOMICIDE	32
IDENT	CID/ISO / IDENTIFICATION	2496
IGGU	CID / SES / INTEGRATED GANG & GUN UNIT	461
LIQQRU	LIQUOR RELATED OFFENSES QUICK RESPONSE UNIT	116
MEDIA	CHIEF'S OFFICE / MEDIA RELATIONS	10
MHU	MOBILE HEALTH UNIT	98
PORTS	PORTS	33

RECORD	SUPPORT / RECORDS /SUPERVISOR	104
RMTS	RCMP METRO TRAFFIC SERVICES	184
SA1	CID / SIS / SEXUAL ASSAULT	360
SA2	CID / SIS / SEXUAL ASSAULT	488
SA3	CID / SIS / SEXUAL ASSAULT	150
SCEU	RCMP STREET CRIME ENFORCEMENT	144
SEXASL	CID / SIS / SEXUAL ASSAULT	28
SQUAD1	CID/GIS	275
SQUAD2	CID/GIS	238
SQUAD3	CID/GIS	306
SQUAD4	CID/GIS	284
SQUAD5	CID/GIS	194
TRAF	TRAFFIC	324
VICE	CID / SES / VICE	431
WQRU	WEST QUICK RESPONSE UNIT	292

Appendix E   Court Preparation

Although the analysis is dated, based on the *Review* interviews, it is believed the principles remain.

A 30 Year Analysis of Police Service Delivery and Costing [170]

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.

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 resources

• 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

• 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 surprisingly, 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.

---

170 School of Criminology and Criminal Justice, and Centre for Criminal Justice Research (CCJR), University College of the Fraser Valley, (Abbotsford, B.C.) 2005

Appendix F   2001 MOU between the HRM, Board, RCMP

This **Memorandum of Understanding** made this 26th day of November 2001 and effective the 21 day of September 1999.

Between:

HALIFAX REGIONAL MUNICIPALITY,
a municipal Body corporate

and

BOARD OF POLICE COMMISSIONERS
FOR HALIFAX REGIONAL MUNICIPALITY

and

PROVINCIAL POLICE SERVICE
(ROYAL CANADIAN MOUNTED POLICE -
HALIFAX DETACHMENT)

APPROVED
AS TO FORM
Municipal Solicitor

Whereas the Halifax Regional Municipality ("HRM") is responsible for the policing and maintenance of law and order within the Halifax Regional Municipality ("the Municipality") and for providing and maintaining an adequate and effective police service at its expense in accordance with its needs;

And Whereas HRM has determined to discharge its responsibility to ensure adequate and effective police service through a combination of methods;

And Whereas HRM has created and appointed the chief and members of the Halifax Regional Police (HRP) to provide policing services to a portion of the Municipality and has contracted with the Province of Nova Scotia to provide policing services to the remainder of the Municipality through Provincial Police Service (PPS) as provided by the Royal Canadian Mounted Police (RCMP);

And Whereas this Memorandum of Understanding is intended to establish and clarify the governance, reporting, advisory and liaison duties and roles of the Halifax Regional Board of Police Commissioners (the "Board"), the Chief Administrative Officer (the "CAO"), the Halifax Regional Police, the Chief of Police, and the Provincial Police Service, to ensure that adequate, effective and efficient policing services are maintained with HRM.

BOARD OF POLICE COMMISSIONERS

1.   The primary function of the Halifax Regional Municipality Board of Police Commissioners is to provide civilian governance in regards to strategic policy planning and policy driven budget planning for police service delivery within the communities serviced by the Halifax Regional Police and an advisory role in respect of police matters within the communities serviced by the Provincial Service.

2   (a)   The Board in accordance with the *Police Act* and HRM Bylaws may carry out any of the following roles and responsibilities:

   (i)   co-ordinate public planning process as it relates to community oriented police response to community issues;

   (ii)   provide civilian governance on behalf of council in relation to enforcement of the law, the maintenance of law and order and the prevention of crime within the municipality;

   (iii)   in consultation with the Chief of Police, review priorities, goals and objectives of the municipal police service;

   (iv)   oversee and ensure the provisioning of the municipal police service in the areas of accommodation and material as deemed necessary;

   (v)   prepare and submit in consultation with the Chief of Police and the Chief Administrative Officer or delegate, to council an annual budget for the municipal police service. The municipal council may only exercise global budget approval and may only accept the police service budget submitted to it by the board or refer back to the board with instructions that it be altered upward or downward by a specific dollar amount or percentage;

   (vi)   ensure compliance with Nova Scotia Police Act code of conduct;

   (vii)   make rules respecting standards, guidelines and policies for the administration of the police service and for the efficient discharge of duties by the employees;

   (viii)   carry out any studies or investigations respecting its civilian governance responsibilities;

   (ix)   monitor gender, ethnic and minority group issues and making recommendations concerning these matters to the Chief of Police;

   (x)   ensure that community needs and values are reflected in policing goals and methods;

(xi)   act as a conduit between the community and the police service providers.

(b)   The Board, in accordance with the *Police Act* and Halifax Regional Municipality Bylaws, may carry out any of the following roles and responsibilities as they relate to the RCMP Halifax Detachment:

(i)   by consulting with the Officer in Charge to develop and implement the policing objectives, priorities and goals;

(ii)   Requiring the Officer in Charge of the Halifax Detachment of the RCMP to attend all meeting of the Board of Police Commissioners, and other meetings as required by the Board, in order to provide information pertaining to operational and administrative status of the Halifax Detachment of the RCMP; such consultation shall occur as and when required but not less than quarterly;

(iii)   requiring the Officer In Charge to an annual report, by March 31 of each year, on the status of the implementation of HRM's objectives, priorities and goals relating to the Halifax Detachment's policing responsibilities within its prescribed territorial jurisdiction in the HRM during the previous fiscal year;

(iv)   requiring the Officer in Charge to provide monthly or more frequently if deemed necessary the Board of Police Commissioners the details of any new or outstanding internal disciplinary matter in respect of those members of the RCMP who carry out policing functions within Halifax Detachment;

(v)   by requesting as required information relating to any policies, directives or practices of the RCMP on matters such as information on organizational initiatives within the RCMP, the public complaint process, the processes dealing with discipline and poor performance of members of the RCMP, recruiting processes in general, and as they relate specifically to visible minorities; transfer policies for RCMP members and any other programs as may from time to time be of interest to the Board;

(vi)   in consultation or with their delegate consult with the Officer in Charge or his or her delegate, the Attorney General or his or her delegate meet in respect to financial planning having regard to the number of member and support staff required for Halifax Detachment for the following fiscal year or five year plan.

CHIEF ADMINISTRATIVE OFFICER

3.   The Chief Administrative Officer or delegate will liaise with the Provincial Police Service and the Minister of Justice as per such terms and conditions, including financial arrangements, as may be agreed upon between HRM and the Minister of Justice.

4.   The CAO or delegate may carry out independently, and/or liaise with or in conjunction with the Province as a service provider any strategic and/or business planning review within the context of business practices that reflect the goals of efficient , effective and economical service delivery of law enforcement, crime prevention and policing within the Municipality. The findings of the planning reviews shall be submitted to the Minister of Justice and the Board for consultative review and to HRM Council for funding and implementation approval.

5.   The CAO or delegate in consultation with the Board may carry out and not be limited to the following strategic and/or business planning reviews such as: Communication/Dispatch services; Information /Record keeping technology; population trends , growth patterns, business development and economical growth and their impact on policing service delivery; recruiting and training; policing business practices and the external governmental factors that impact on these practices; policing governance within and external to HRM; and costing models of police service delivery. The findings and recommendations shall be submitted to the Minister of Justice if they impact directly on the Provincial Service Agreement (1992).

CHIEF OF POLICE

6.   The Chief of Police shall, as the senior police manager within HRM, report to the CAO or delegate on police service matters pertaining to their development, planning and implementation as directed by the Chief Administrative Officer, required in providing for efficient, effective and economical municipal police service delivery.

7.   The Chief of Police shall, as the senior police manager within HRM, advise the Board with respect to the provision of efficient, effective and economical municipal police service and may in consultation with the Board undertake in a timely manner, research, strategic planning, policy development and implementation and the reporting of results, in response to inquiries by the Board pertaining to its community governance responsibilities, generally categorized as:

(a)   providing an effective community voice on matters pertaining to policing;

(b)   civilian review of police service delivery;

(c)   ensuring the quality of police service delivery by evaluation processes;

(d)   keeping generally informed of policing operations; and

4

(e)   insuring police personnel are accountable to civilian authority.

HALIFAX REGIONAL POLICE

8.   The geographic service boundary of the Halifax Regional Police shall be the territorial boundaries of the former cities of Dartmouth and Halifax and the former Town of Bedford on March 31, 1996 or as may be amended from time to time pursuant to the Terms of Reference for a Business Planning Review of Police Service Delivery as approved by HRM Council.

9.   The HRP shall consist of a Chief of Police and such other officers, assistants and civilian employees as the HRM Council through the Chief Administrative Officer or delegate may from time to time deem necessary.

10.   The HRM Council shall on the recommendation of the CAO appoint a person to be the Chief of Police of the HRP.

11.   The Chief of Police shall have the power to appoint, promote, suspend, dismiss and reinstate all members, special constables, by-law enforcement officers and civilian employees of the HRP.

12.   The Chief of Police shall provide day to day direction of the HRP with respect to the enforcement of law and the maintenance of discipline within the area of the Municipality over which the HRP has jurisdiction.

13.   The Chief of Police and the officers of the HRP are charged with the enforcement of the penal provisions of all the laws of the Province and the Municipality and any penal laws in force within the Municipality within the area of the Municipality over which the HRP has jurisdiction except as otherwise directed by the Nova Scotia Police Act or any other enactment or by the Minister of Justice.

PROVINCIAL POLICE SERVICE

14.   The geographic service boundary of the Provincial Police Service shall be the remainder of the Municipality not coming under the jurisdiction of the HRP.

15.   The responsibility of the Provincial Police Service shall be carried out by the Royal Canadian Mounted Police - Halifax Detachment.

16.   The Officer in Charge of the RCMP - Halifax Detachment shall be responsible for the operations, policies and functions of the police service under the Officer's direction and a member of the RCMP while acting as a member of the Provincial Police Service shall, subject to the terms of the Provincial Police Agreement, be under the Officer's direction.

17.   Subject to the Provincial Police Agreement, the officers and members of the Provincial Police Service shall be municipal police officers for HRM.

18   The Officer in Charge and the officers of the RCMP - Halifax Detachment are charged with the enforcement of the penal provisions of all the laws of the Province and the Municipality and any penal laws in force within the area of the Municipality over which the RCMP- Halifax Detachment has jurisdiction except as otherwise directed by the Nova Scotia Police Act or any other enactment or by the Minister of Justice.

19.   The Officer in Charge of the RCMP - Halifax Detachment shall report to the Board as frequently as is reasonably required by the Board on matters of police service delivery within the RCMP's prescribed territorial service boundary in the Municipality and the Officer in Charge shall be consulted by the Board (or delegate) or CAO (or delegate) on matters pertaining to the development, planning and implementation of police services to the Municipality where such matters impact on the position, operations or functioning of the RCMP - Halifax Detachment with HRM.

20.   In respect of resource planning, the Officer in Charge (or delegate), the Chair of the Board (or delegate), the CAO (or delegate) and the Minister of Justice (or delegate) shall consult on or before December 1st of each fiscal year to establish the estimated cost of and the number of members and support staff required for the RCMP- Halifax detachment in the upcoming fiscal year.

21.   It is recognized that there may be times or occurrences where having regard to emergencies or special events that the Minister of Justice for the Province or the Solicitor General of Canada may have need to call upon the Provincial Police Service to meet the police needs of the Province or Canada.

HRP - PROVINCIAL POLICE SERVICE LIAISON

22.   Senior management of HRP and RCMP - Halifax Detachment shall meet on a regular basis as required to discuss strategic issues that impact on the efficient, effective , economical police service delivery within the region. Such business issues that are the result of these meeting will be reported to the Board and the CAO or delegate.

LEGAL EFFECT OF MOU

23.   This Memorandum of Understanding is not written or entered into as a formal or legally binding agreement, but is only a definite expression and record of purpose and intention of the participants, to which each pledge themselves.

This MOU having been executed by the property signing officer of the respective parties hereto, the day and year first above written having been approved by the Regional Council of the Halifax Regional Municipality the 21st day of September, 2001.

Execute In the Presence Of:

HALIFAX REGIONAL MUNICIPALITY,

per Mayor   Witness

per Municipal Clerk   Witness

BOARD OF POLICE COMMISSIONERS
FOR HALIFAX REGIONAL MUNICIPALITY

Chairman   Witness

PROVINCIAL POLICE SERVICE
(ROYAL CANADIAN MOUNTED POLICE -
HALIFAX DETACHMENT)

Officer In Charge   Witness