



Halifax District RCMP
Multi-Year Funding Request for Resources
2023-2026

Introduction

The RCMP is pleased to present this request to the HRM Board of Police Commissioners (BoPC) to secure new resources for Halifax District RCMP. This resource request is for sixteen (16) uniformed front-line officers (Regular Member). The Regular Members will directly support public safety efforts, improve officer safety, contribute to social and harm reduction priorities, as well as improve response times within the RCMP jurisdiction of HRM.

The rationale and total costing for this business case is outlined within the request and the following points should be taken into consideration:

- There has been significant residential, commercial and population growth in the last 10 years.¹
- Policing is a significant portion of citizens' tax base. Many neighborhoods of RCMP jurisdiction fall under the Urban Tax Rate (Brookline, Hammonds Plains, Sackville, Fall River, Cole Harbour).²
- Much of RCMP policed land mass are now considered as urban. These areas are not provided police resources in line with other urban tax rate areas of HRM (despite little or no separation between communities (i.e.: Bedford-Hammonds Plains, Brookline-Larry Uteck, Cole Harbour-Dartmouth).
- RCMP jurisdictions are experiencing new construction comprised of residential, commercial and multi-unit buildings at an increasing rate.³ New infrastructure and population growth provide new opportunities for crime and policing requirements such as new areas to patrol, increased volumes in traffic, construction thefts that all put increased pressure on existing resources.
- The RCMP is not part of any HRM committees to be able to provide input on Crime Prevention through Environmental Design for new infrastructure planning.

Complex Policing Pressures in Halifax District

The complexity of today's policing environment requires analysis into the causes and contributing factors of underlying community and societal problems. Pressures on police are more complex and resource driven more than ever before. Rather than simply responding to calls for service, police response now requires a broader approach where multiple partners and stakeholders provide support and work in collaboration. Many of the calls for service involve multiple resources due to the involvement of weapons, addictions or mental health issues.

Policing Pressure: Land Mass and Population Growth

The term "rural" has become an oversimplified, inaccurate, and outdated concept that often obscures its increasingly diverse and complicated reality. Despite its widespread use, there is no universal or commonly accepted definition.⁴

Many former rural residential areas in HRM have grown at an extraordinary rate in the last five years⁵. These communities are comprised of densely populated areas in large subdivisions, including diverse long-term care homes, seniors living, multi-unit dwellings, apartments or condominiums and commercial space adding population to HRM.

Residents in all communities of HRM, including those policed by the RCMP have an expectation that the communities they live in and contribute toward receive adequate, efficient and effective policing resources for the taxes they pay⁶. Residents of HRM also expect a service delivery model that responds with proportional amount of resources to meet their communities' specific needs, and response times that are comparable to other like populated areas. (i.e. Sackville vs Bedford, Hammonds Plains Proper – Kingswood, Brookline, Kingswood North vs Bedford West).

In 2021, the population of HRM was 439,819, of this, 188,864 residents or 43% are within RCMP jurisdiction (remaining 250,955 residents or 57% falling outside RCMP area). This separates policing jurisdictions by only 62,000 residents⁷. Halifax District RCMP

¹ See Appendix A – HRM Permit Map Trends 2016-2022

² See Appendix B - HRM Tax Area Map

³ See Appendix A - HRM Permit Map Trends 2016-2022

⁴ Community-Engaged Rural Policing: The Case for Reform and Innovation in Rural RCMP Policing

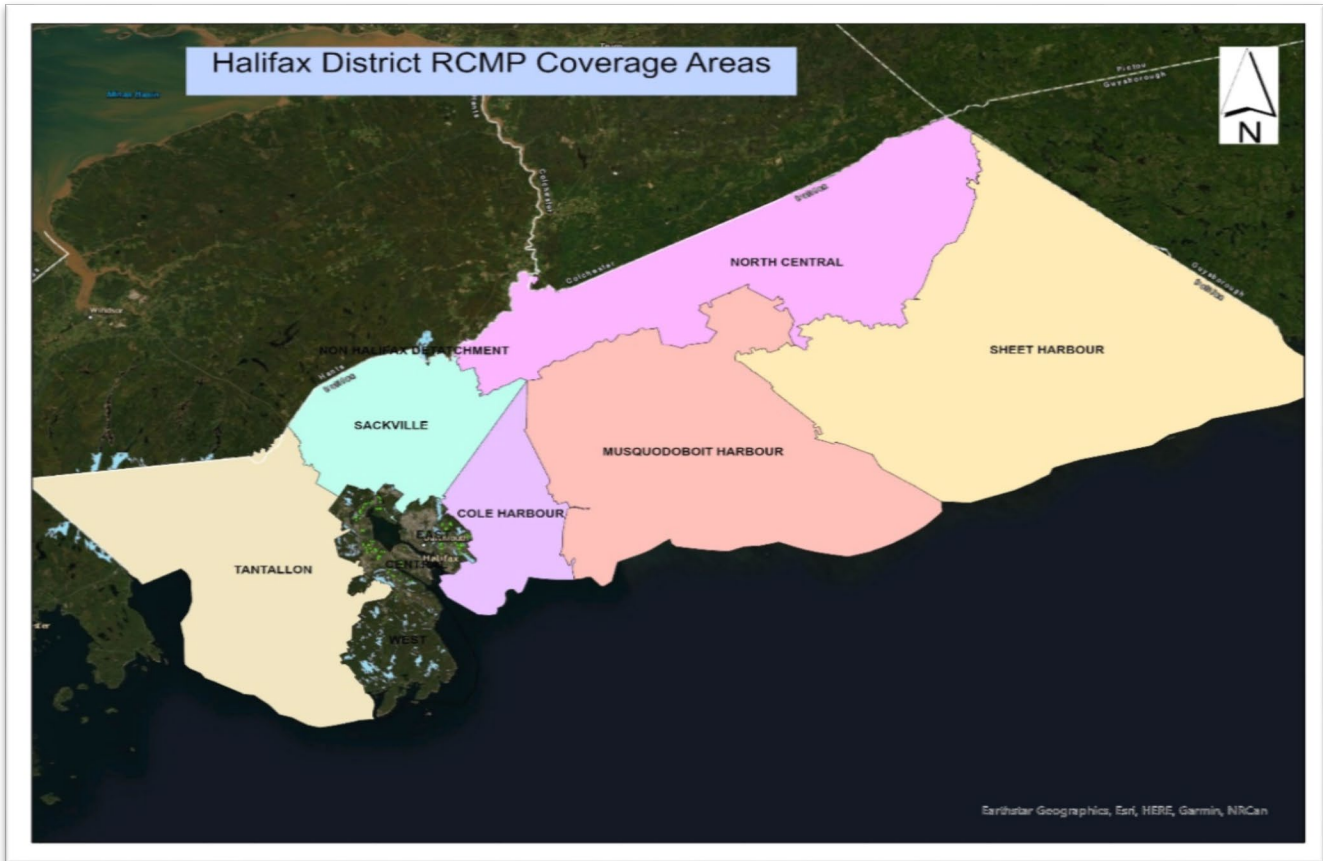
⁵ See Appendix A - HRM Permit Map Trends 2016-2022

⁶ <https://cdn.halifax.ca/sites/default/files/documents/home-property/property-taxes/Tax%20Area%20Map%202017.pdf>

⁷ **Source:** Statistics Canada, Canadian Centre for Justice and Community Safety Statistics, Uniform Crime Reporting (UCR) Survey. RCMP coverage area only.

has 183* officers that provide service to 5202 square kilometers (95%) of the overall HRM landmass which equates to 28.5 square kilometers per officer. The approximate number of residents served per RCMP officer in HRM is 1,032. The vast geography of Halifax District results in longer response times depending on the location of the call for service and the closest responding officer. (*183 Regular Member officers and 1 Civilian Member)

Policing is the number one cost in tax rates. Many RCMP policed areas are subject to HRM urban tax rates⁸ despite receiving less than half of the same policing coverage compared to other HRM residents. This creates disproportionate service levels in policing depending on where you reside: Urban, Suburban or Rural.



Map: areas in color are RCMP areas of jurisdiction.

In 2021, the enumerated total population of Halifax Regional Municipality Census Metropolitan Area (CMA) increased 9.1 % from the 2016 Census. Within the RCMP jurisdiction, 188,864 citizens or 43% of the population of HRM increased 11.15 % from the 2016 Census.⁹

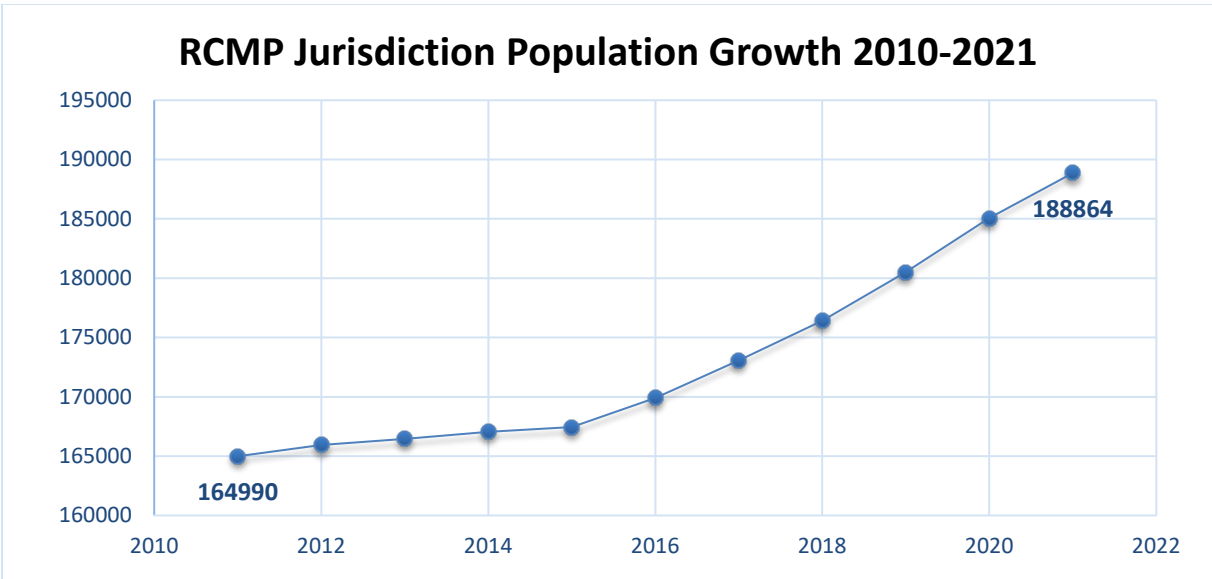
RCMP also has jurisdictional police responsibility of the HRM First Nations Indigenous lands (Cole Harbour 30, Sheet Harbour 36, Beaver Lake 17, Wallace Hills 14, and Shubenacadie 13).

There is substantial new construction development throughout the municipality including Lower Sackville, Tantallon and Cole Harbour¹⁰.

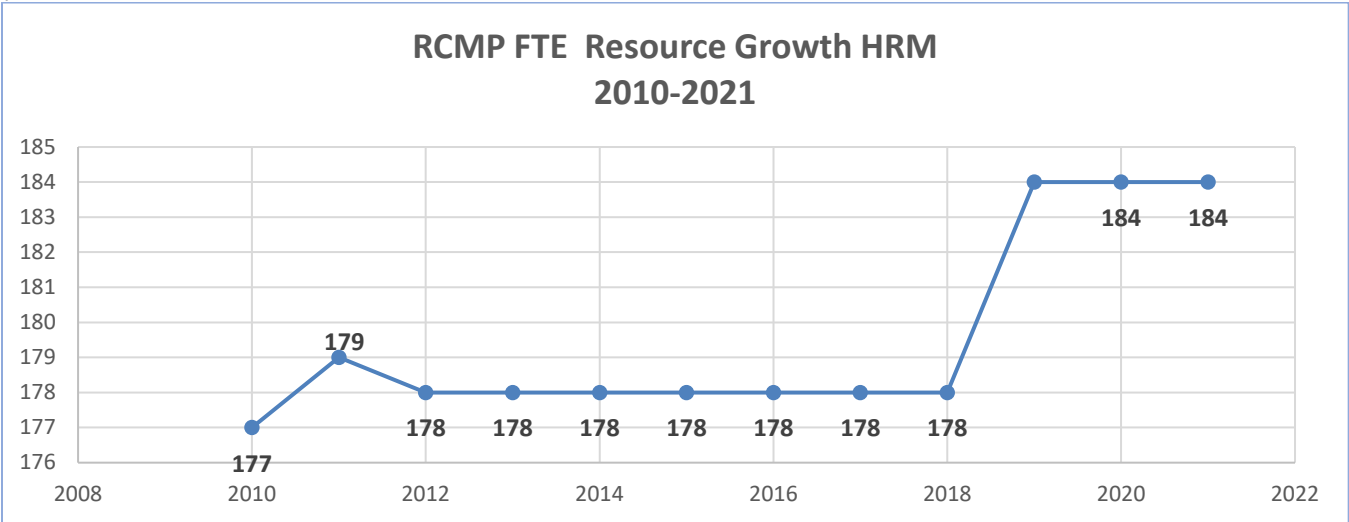
⁸ <https://cdn.halifax.ca/sites/default/files/documents/home-property/property-taxes/Tax%20Area%20Map%202017.pdf>

⁹ Source: Statistics Canada, Canadian Centre for Justice and Community Safety Statistics, Uniform Crime Reporting (UCR) Survey.

¹⁰ See Appendix A - HRM Permit Map Trends 2016-2022



Population: From the graph below, population growth in RCMP coverage area has increased 8.23% in the last ten (10) years.¹¹



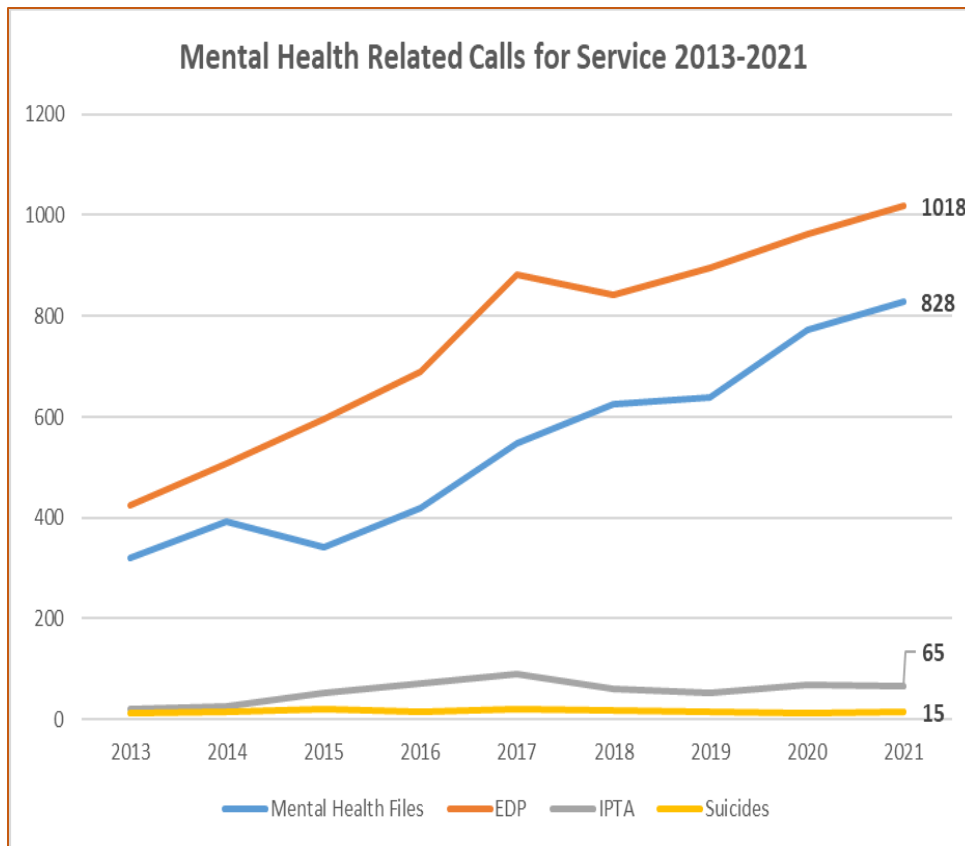
Resource Growth: The number of RCMP officers for Halifax District area has only grown by seven (7) FTE resources over the last ten (10) years or less than 1%, while the population has increased by 8.23% for RCMP area in that same time.¹²

Policing Pressures: - Mental Health – Social Issues

One in five Canadians have some form of mental health illness¹³, and in HRM between 2014 and 2019 Mental Health Act occurrences and wellness checks increased by almost 70%¹⁴. Disproportionate amounts of officer’s time is spent at health facilities with persons experiencing a mental crisis requiring medical assistance when arrested under the Nova Scotia Involuntary Psychiatric Treatment Act (IPTA). When a person in custody is deemed a danger to themselves or others, and arrested under the IPTA, the officer is required by law to remain with the client as they are in custody according to IPTA Legislation¹⁵. This places significant pressure on existing front-line general duty resources left to respond to calls for service

¹¹ Statistics Canada, Canadian Centre for Justice and Community Safety Statistic
¹² H Division Planning The last increase in FTE’s was Six (6) constable positions in 2018.
¹³ Pearson, C. Janz, T. & Ali, J (last modified 2015) Mental and substance use disorders in Canada. Statistics Canada Catalogue # 82-624-X. Available at: <https://www150.statcan.gc.ca/n1/pub/82-624-x/2013001/article/11855-eng.htm>
¹⁴ HRM Versadex EDP&IPTA Text Documents
¹⁵ <https://nslegislature.ca/sites/default/files/legc/statutes/involuntary%20psychiatric%20treatment.pdf>

while the arresting officer is waiting in the health care facility with the individual in custody. Recidivist behavior calls to police for many social, behavioral, and/or mental health incidents also consumes police resources.



Many municipalities, including HRM, have additional services for mental health, addictions or social problems that can respond to some emergency calls, (i.e. Mobile Mental Health MMHT); however, the response is inconsistent and not always available due to availability and resources. “Police calls responding to someone in crisis and/or with mental illness are not always routine and can vary in complexity.”¹⁶ RCMP officers are encouraged to focus on protecting those involved and/or those at risk through crisis intervention, de-escalation, and avoiding use-of-force in these situations when ever possible. In HRM, officers have utilized “use of force” in HRM less than 1% of the time over the last 10 years.¹⁷ Halifax District RCMP are committed to working with the HRM Public Safety Office and external partners and stakeholders in ensuring safe communities.

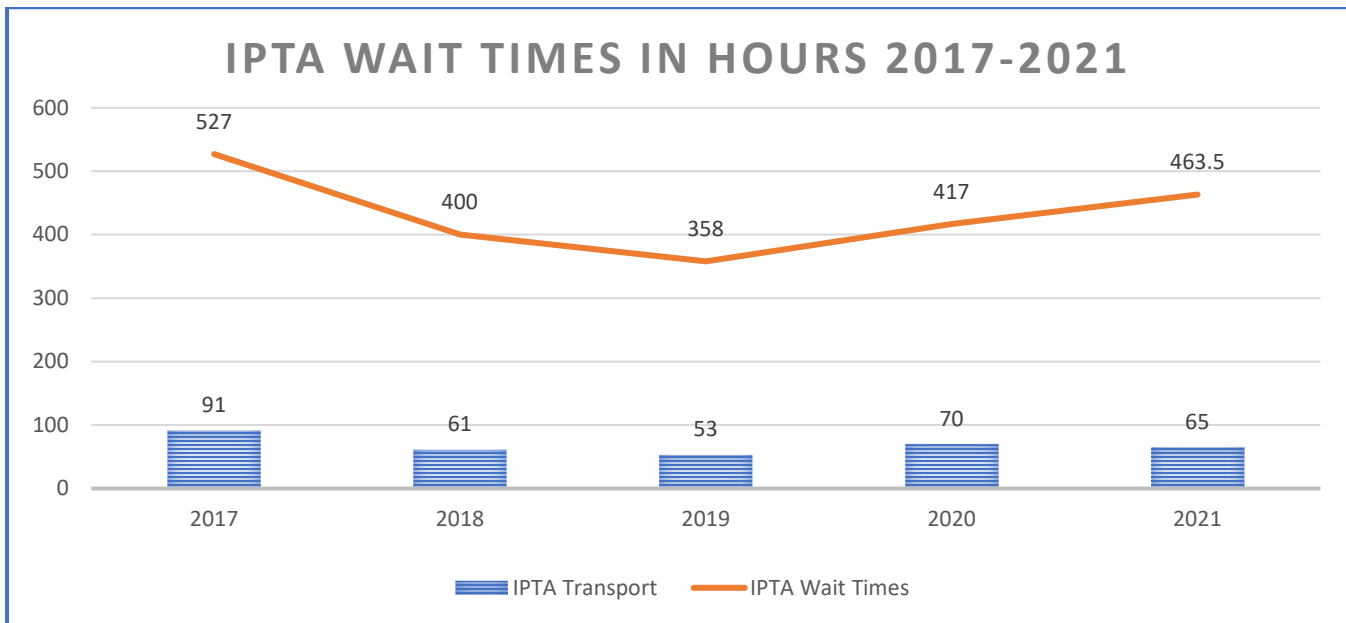
There is currently a lack of alternatives for the public experiencing a mental health crisis and police become the de-facto responder. Many police agencies have some form of Mobile Mental Health practitioners; however, an armed response is still required by Toronto Police, Vancouver Police and many other agencies to ensure public safety of civilians that are part of a Mobile Mental Health Crisis Team. Calls for service shown below, exemplify the significant increases in mental health related calls for service over the last several years including Mental Health occurrences, Emotionally Disturbed Person (EDP), Suicides and *Involuntary Psychiatric Transport Act* (IPTA) and the associated hours consumed by RCMP Halifax District waiting in hospitals. In the 365 days of 2021, for Halifax District Calls for Services, there were only 14 days with no mental health related call(s) for service. In the first 273 days of 2022, up to Sept. 30th 2022 there have been only 5 days with no mental health related calls for service.¹⁸

¹⁶ NPF – National Police Federation – as quoted to “Defunding the Police: Defining the way forward in HRM

¹⁷ See Appendix C - RCMP Use of Force

¹⁸ Versadex EDP, IPTA , Mentally Ill Persons Unload

Wait times on Mental Health IPTA related calls: Average wait time in hours for 340 transports over the last 5 years is 6.3 hours or ½ an officer shift per call waiting in emergency rooms.



Halifax District RCMP have been proactively responding to community needs as first responders and support the concepts that social programs require more funding. Policing in HRM is changing, particularly for health and social issues, as seen by the recent report *Defunding the Police: Defining the Way Forward for HRM*. This has heavily influenced the mandate of Community Policing Officers, School Resource Officers, Front-line Police officers and Halifax District RCMP’s service delivery to its clients in HRM. Halifax District RCMP understands the future of policing is to collectively build social policing initiatives with community engagement relationships that will aim to lessen the load on frontline first responding members and actually reduce calls for service.

These relationships and initiatives will be pivotal to assist with repeat offenders’ or client management in an effort to steer individuals with addictions, housing, social and/or mental health issues away from a punitive approach and towards a healing approach.

Road Safety Pressures

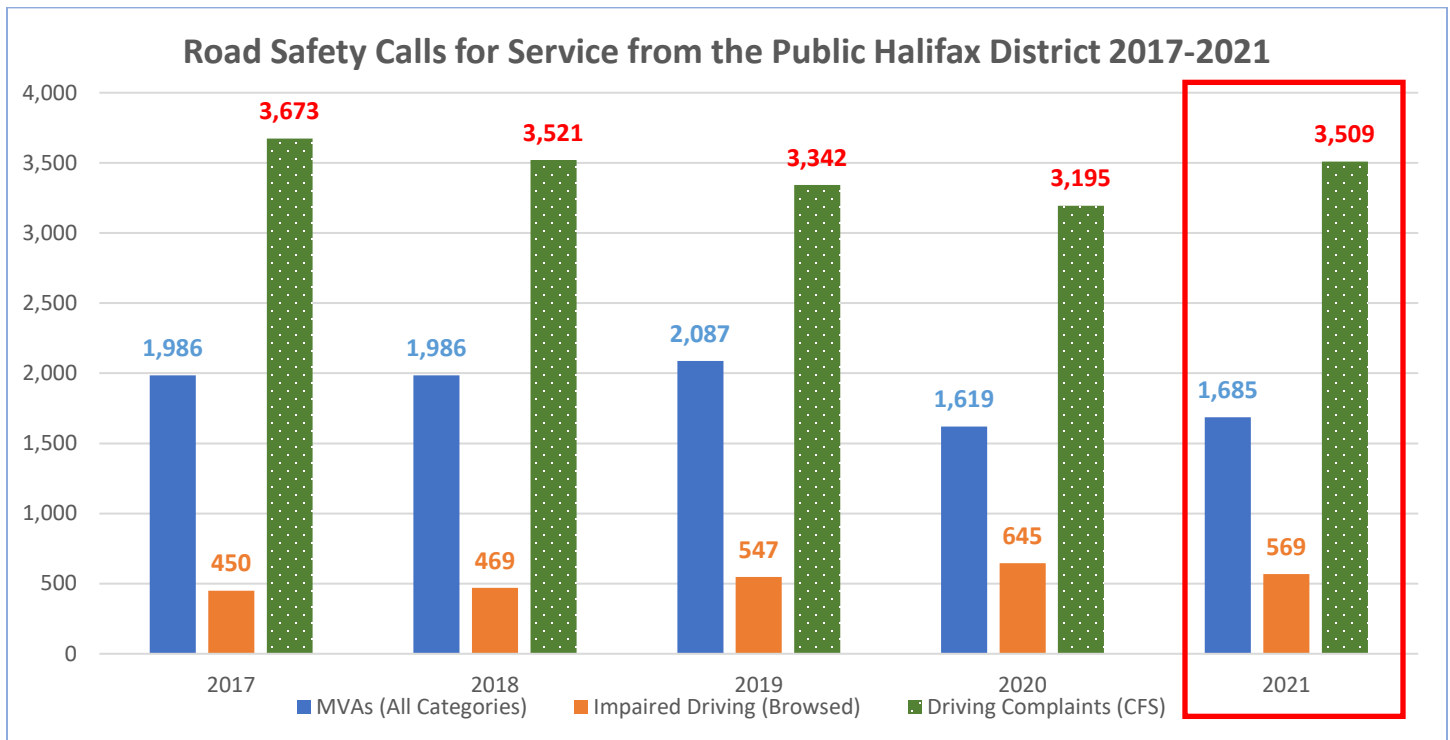
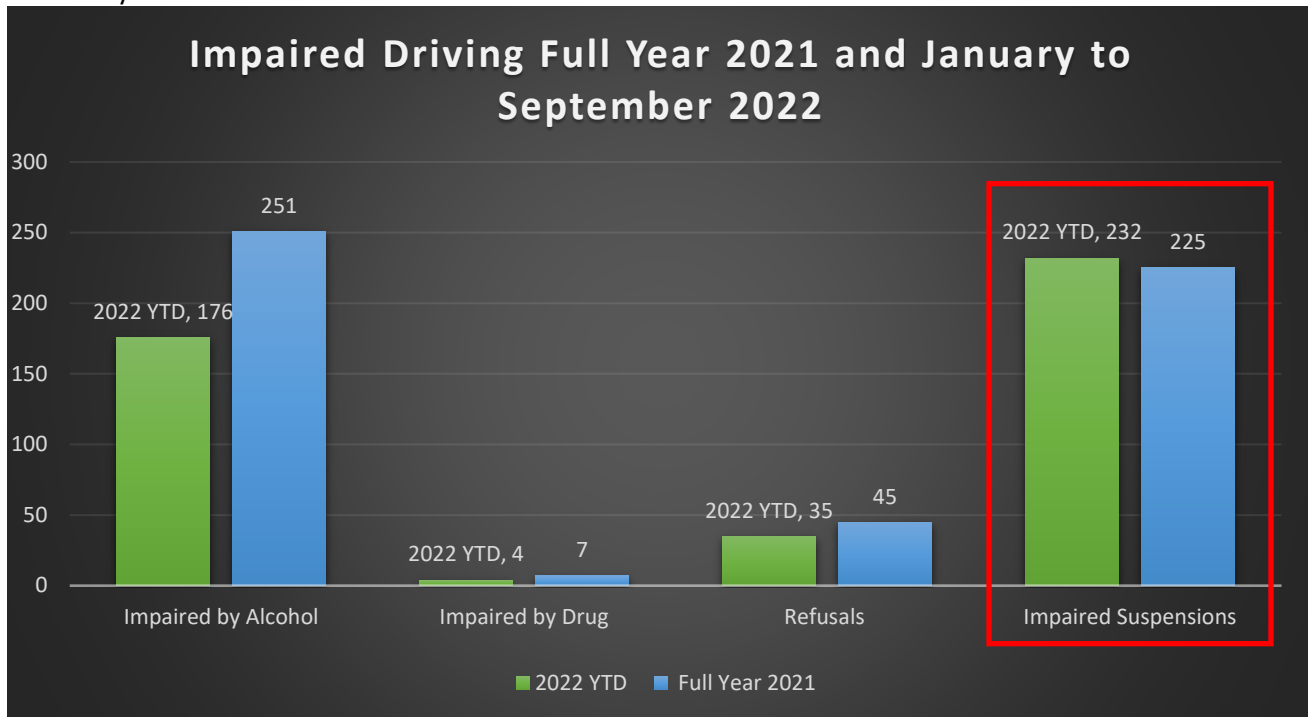
Driving complaint calls for service from the public and elected officials has become one of the highest call volumes, at times unrealistic to manage effectively. Aggressive, impaired and distracted driving are the top three causal factors of serious injury and fatal collisions in Canada. Times of day, days of week for driving complaints are analyzed and mapped for identification of clusters or hot spots, for intelligence led proactive enforcement activities.

During five Town hall meetings held with Councillors in October 2022, traffic and road safety was clearly a priority from the public to the police. Driving Complaints can include vehicles speeding, passing school buses, aggressive drivers, near misses, ATVs etc. in specific neighborhoods or locations.

Driving complaints take a large amount of front-line police resource time, with 3500 received across the district last year. In 2021 as shown below there was a total of 5763 calls for service between Driving Complaints, Collisions and Impaired Drivers combined where Halifax District RCMP responded.

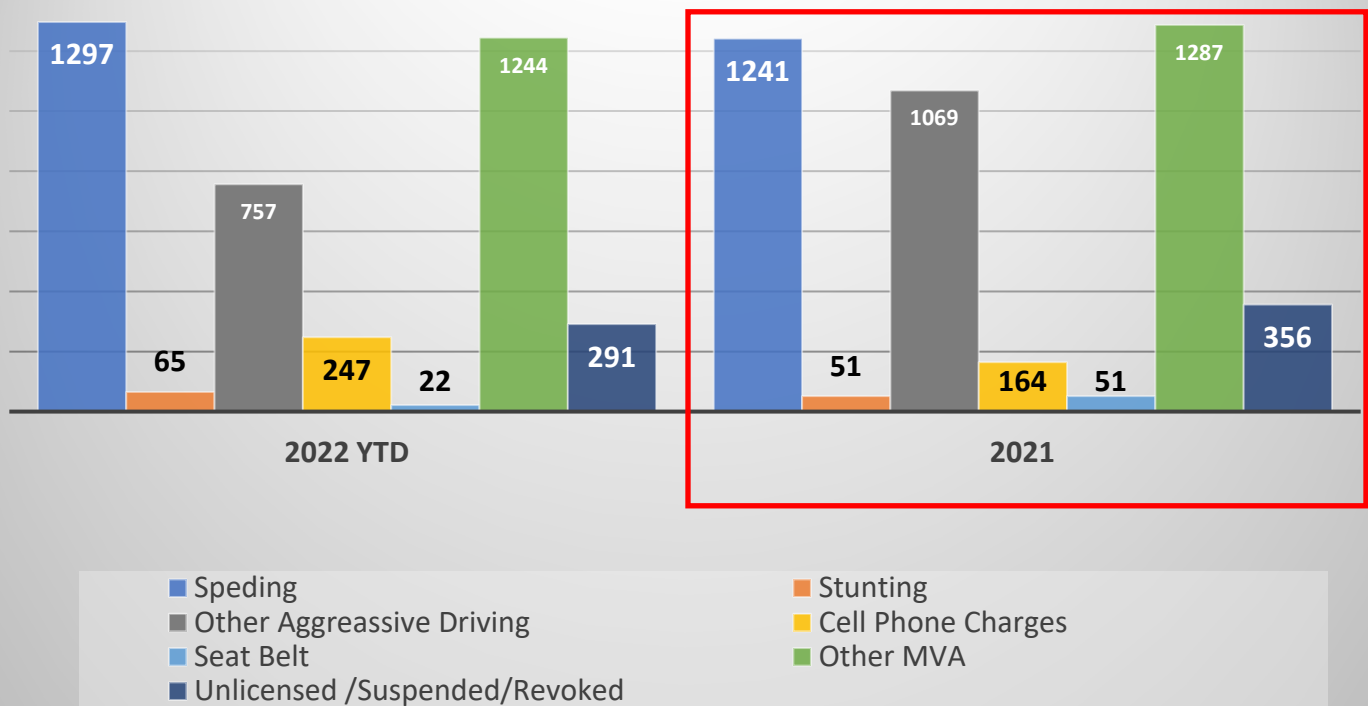
In 2021, Halifax District RCMP also issued over 4200 Motor Vehicle Act charges and in excess of 500 impaired operation (alcohol or drugs), refusal or suspension related charges. Halifax District continues to detect and arrest impaired drivers

whom pose a risk to public safety and have already exceeded suspension charges for 2022 compared to the entire 2021 calendar year.



*Calls from the Public regarding speeding, aggressive or other road safety issues.

2021 Motor Vehicle Act Charges & 2022 Jan-June



*Officer generated traffic road safety enforcement

New Provincially constructed highways/highway extensions will result in an increase in traffic volumes with potential collisions and road safety issues. Construction is under way on the Nova Scotia Highway 107 Extension (Sackville-Bedford- Burnside Connector). This new connector Provincial Highway extension is expected to re-route traffic to Highway 107 and is one of several under construction that will divert traffic to new highways, which will have an impact on current resources, one hundred series highways in Nova Scotia fall to RCMP jurisdiction). Over 40,000 vehicles travel Magazine Hill and Bedford Bypass daily¹⁹.

Request

This is a Multi-Year Financial request for sixteen (16) front-line uniformed Regular Member resources over the next three (3) fiscal years 2023-2025. This request will provide an improved proportional rate of policing for HRM residents serviced by the RCMP while remaining fiscally responsive to HRM.

The request is as follows:

- Four (4) Constables for the 2023/2024 fiscal year.
- Six (6) Constables for the 2024/2025 fiscal year.
- Six (6) Constables for the 2025/2026 fiscal year.

These RCMP Regular Member positions will be at the Constable rank to be placed within Halifax District Operations where the most pressures exist. The resources will positively impact and reduce pressures identified for landmass, population growth, health and social policing issues as well as enhance road safety within RCMP jurisdiction in HRM.

¹⁹ <https://novascotia.ca/tran/highways/hwy107.asp>

As well, the increase in resources will improve response times and provide a much-needed improved service capacity to those communities that fall under RCMP jurisdiction.

Costing

The Halifax District RCMP per officer cost for 2022 was \$179,052 (see chart below). Under the PPSA, the 70/30 Provincial/Federal cost share typically applies to municipalities with populations with less than 15,000 residents. HRM continues to operate under this agreement, which constitutes a cost savings for the municipality. "Municipalities that use the Provincial Police Service as their local police pay two-thirds of the cost of the PPSA. The province funds one-third to provide common services." Common services include supporting units such as Emergency Response Team, Underwater Recovery Team, Collision Reconstruction and many other program areas. Legal liability (indemnification) for RCMP resources while working in or after they leave HRM is also included in this costing.

As the cost for Public Service Employees are included in the above noted per officer cost, the request for an additional nine (9) Public Service Employee support positions will be detailed in the Multi Year Financial Plan request to the Province of Nova Scotia.

Breakdown:

<u>2022-23 Halifax District RCMP Per Officer Cost</u>	<u>Fiscal Year</u> <u>2022/23</u>
<i>Salary & Pension</i>	\$ 103,623
<i>Accommodations</i>	\$ 12,368
<i>Leased Accommodations</i>	\$ 881
<i>Divisional Administration</i>	\$ 27,415
<i>Police Reporting Occurrence System (PROS)</i>	\$ 555
<i>Other</i>	
<i>Direct and Indirect</i>	\$ 5,849
<i>Overtime</i>	\$ 9,459
<i>Public Service Pay</i>	\$ 11,924
<i>Vehicle Fuel</i>	\$ 2,233
<i>Vehicle Repairs and Fit up</i>	\$ 2,640
<i>Shared Services</i>	\$ 817
<i>Equipment</i>	
<i>Criminal Operations</i>	\$ 1,301
<i>Informatics</i>	\$ 4,890
<i>Police Vehicles</i>	\$ 5,786
<i>Adjustment for: OCC, NCOs and PROS</i>	\$ (10,689)
<i>Total Per Officer Cost</i>	179,052 *

**The noted cost is for HRM only and is billed at 70% of the total cost. The cost is adjusted for dispatch services, NCO's and the Police Records Management System PROS, as HRM has IES and Versadex RMS.*

**Based on 2022 costs*

Risks

Halifax District has strived to do what is possible with existing resources to alleviate some of the pressures on our employees and have implemented strategies to respond to the increasing workload, crime levels and complexity of duties. However, if the resource request is not approved, potential impacts could include:

- **Increased Response Times:** Increased response times with fewer members policing detachment areas that have both urban and rural geography make up (Tantallon, Sackville).
- **Road Safety /Traffic Complaints:** Inability to respond to the volume of driving complaints from residents outside of criminal code offences in progress.
- **Self-Generated work:** Officers will have limited un-allocated time or opportunities to do pro-active policing.
- **Zone Policing:** Less resources impacts our ability to do community or zone patrols, which provide excellent opportunities to liaise with the public and determine problems or patterns in communities.
- **School Resources:** Limited educational presentations and engagement with our schools and communities. Potentially jeopardizing relationships that are of great importance.
- **Social Policing:** Limited resources to fully address the complex and diverse policing needs of social policing as well as recommendations of the "Defund Police Report."
- **Employee Wellness:** Employees are working long hours, including overtime to fill gaps. It is incumbent on us to ensure we take care of all employees mental and physical health, and wellbeing.

Conclusion

As the first responders in policing for 95% of the landmass of HRM, officers respond daily to mental health act files, including suicides, attend court, and transport prisoners, wait in hospital, and often fill roles involving the collective wellbeing of individuals and families. Policing also deals daily with social issues, community issues and sometimes when necessary transport injured people in police vehicles so they can receive medical assistance. While prioritizing all other calls for service being dispatched continues it leaves other officers to pick up the slack, adding extra workload, creating low morale and impacting their mental wellbeing and morale.

Halifax District RCMP is committed to coordinated strategic approaches to these problems and pressures as a whole with all partners as opposed to single incidents. This carries with it an understanding to recognize they are not routine calls, vary in complexity, use multiple resources and require robust analysis of the situation(s). This is key to understanding the causes, contributing factors and collaborative solutions through our evidence-based service delivery model. The requested resources will be pivotal to achieving measurable results including a reduction in workload, equitable distribution of workload, increased available time for proactive work, community engagement activities and overall less punitive measures on repeat calls for service etc. It is through the aforementioned pressures that we can identify on an ongoing proactive basis, Problems, Patterns, People, and Places that continue to put strain on communities and police resources.

The ultimate goal is for Halifax District to work collaboratively with internal and external police and community partners, to develop and implement responses designed to achieve long-term, sustainable improvements and results within the community, to ensure police's response to these pressures are effective, efficient and improve community safety. As policing is dynamic and our population increases, further analysis, data collection and measurement will continue to determine the most appropriate function and deployment of our current resources. This information coupled with community expectations may require further general duty and/or specialized resource requests in the future.

Appendices:

Appendix A HRM Permit Map Trends 2016-2022

Appendix B HRM Tax Area Map

Appendix C RCMP Halifax District Use of Force Trends

Appendix D Developments within RCMP Halifax District jurisdiction

Appendix E A 30 Year Analysis of Police Service Delivery and Costing: 'E' Division Research Summary