

Crime Prevention and Policing Service Model Review

The Province of Prince Edward Island
Public Safety Division

perivale + taylor consulting

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Executive Summary

In September, 2015, the Department of Justice and Public Safety received its mandate from the Premier, Hon. H. Wade MacLauchlan which included the following directive:

“...to find options for cohesive, integrated and efficient public safety services. Policing, fire and other public safety services provide security to citizens from threats to their personal and economic stability.”

The *Crime Prevention and Policing Model Review* was initiated as part of that mandate.

Policing in Prince Edward Island is governed by the PEI *Police Act and Regulations*, the *City of Summerside Act*, the *Charlottetown Area Municipalities Act*, the *Municipalities Act*, and *Ministerial Directives*. Contracted policing services are governed through the *Provincial Police Services Agreement* between Canada and the Province, contracting the RCMP as the provincial police. Federal policing is conducted by the RCMP. Included in the contracted model are *Municipal Police Service Agreements*, *Extended Service Agreements*, and *Community Tripartite Agreements*. The last agreement addresses First Nations policing.

Three municipal police departments provide policing services in the municipalities of Charlottetown, Summerside, and Kensington. The municipal acts require the chief officers to report to the municipal Chief Administrative Officers (CAOs), whereas the *Police Act* reads ‘*police departments shall act under the direction of the Minister*’.¹ This creates uncertainty in governance.

RCMP ‘L’ Division provides provincial police services to the Island and contracted services to two municipalities, Cornwall and Stratford, which are adjacent to the capital city, Charlottetown. The Minister of Justice sets the objectives, priorities, and goals of the Provincial Police Service.²

The total number of Island police officers is approximately 226.³ Additionally, initial police investigation services are provided by Security Police Officers⁴ for the University of PEI in Charlottetown; and specialized parallel policing services are provided Island-wide by Conservation Officers.

¹ Section 10

² Provincial Police Service Agreement Article 6

³ Statistics Canada Police Resources in Canada 2015

⁴ Police Act Section 46

In PEI, most police services are delivered locally, with either the RCMP detachments or municipal police departments providing the primary response and investigative functions. Local policing does not have the resources to deal with major crimes requiring teams of investigators and forensic specialists over longer time periods, or major incidents and events requiring large-scale responses. These additional resources are provided by specialist teams or mutual aid, both from within the RCMP Division and police departments, and tertiary response from off-Island.

The *Provincial Police Service Agreement* and the *Police Act*, although prescribing the responsibilities of the Provincial Police and the police departments, are silent on how policing agencies' services are positioned and coordinated. In addition to the examination of options for policing models, this is the most significant aspect of the *Review* - there is no legislative process for how the components of the *safety and security web* are coordinated. Consequently, policing services are currently delivered from silos⁵ based on precedent and personality. This failing impedes a cohesive, integrated, and efficient administration of policing and community safety for Islanders.

The *safety and security web* is described as

*The web comprises an increasing number of non-police organizations — including private security, local health professionals, community and municipal groups, and other government organizations — that now interact with one another and with police in the provision of safety and security.*⁶

In the course of the *Review*, several elements were identified as essential in considering an effective policing structure to support Island community safety. These are examined in detail in the *Report* and summarized below. Their relevance will vary based on the final organizational model.

Integration

In order for an Island police service delivery model to be completely integrated, cohesive, and efficient, *Policing Standards* or *Minister's Directives* and shared services will be required to assure interoperability. Thus, essentially, what is required is:

- interoperable computer-assisted dispatch, records management, and telecommunications systems
- integrated crime analyses functions

⁵ Non-communicating systems that operate in isolation

⁶ Policing Canada in the 21st century: new Policing for new challenges. The Expert Panel on the Future of Canadian Policing Models 2014, page xi, found at http://www.scienceadvice.ca/uploads/eng/assessments%20and%20publications%20and%20news%20releases/policing/policing_fullreporten.pdf

- integrated approach to major case management
- joint forces and integrated functions
- common tactical procedures
- common security clearances

This broad approach is essential to ensure that the police service delivery reflects the current and expected future needs of Islanders.

Major Incidents

Regardless of organizational models, the policing resources of the Island do not provide the critical mass necessary to deal with major incidents and events. An example is the Cavendish Music Festival which attracts approximately 25,000 attendees each day.⁷ Mutual aid for response to the most serious incidents will be required from New Brunswick (and perhaps Nova Scotia) and, consequently, PEI systems and protocols must be interoperable with these jurisdictions.

Currently, if an 'active shooter' incident or any other major event occurred on the university campus in the heart of the province's capital, three police agencies would be involved, none of which could communicate with the others.⁸

Priorities

Policing and crime prevention priorities were canvassed through meetings with officials, police leaders, community groups, a telephone survey, and web survey. Consultations revealed strong support for a coordinated community safety model, where all service providers are part of an integrated and cohesive system.

Strategic crime prevention, at the Island level, will be most effective when orchestrated through the COR-Hub⁹ concept, involving all government services, social agencies, and community organizations having an effect on, or affected by, public safety. Local crime prevention, targeted at specific local issues, is best initiated at the local level based on measurable outcomes and, although volunteer based, requires professional facilitation to ensure accountability and adherence to standards. This is consistent with the *public safety and security web* concept described earlier.

⁷ Tourism PEI

⁸ The Charlottetown Police, RCMP, and UPEI Security Police have separate and non-integrated radio systems and data management systems

⁹ There are two components to this implementation, the COR, or the Centre of Responsibility, and the Hub or the "situation table". Found at <http://www.gov.pe.ca/newsroom/index.php3?number=news&lang=E&newsnumber=10757>

Funding

A number of funding-related issues were identified. The public and elected officials consulted identified uncertainty concerning the funding for policing services and expressed a desire for a fair, transparent, and logical funding process. A lack of clarity in the interpretation and purpose of *Extended Services Agreements* was also identified. The *Review* identified perceived conflict-of-interest where fine revenues are returned to the municipality initiating the traffic enforcement action, and where revenue is generated from criminal record checks for off-Island clients outside of the police agency's jurisdiction. It is noted that the Department of Finance is leading municipal funding discussions.¹⁰

Complaint Process

The current municipal police complaint process is neither transparent nor measurable. The *Review* recommends all municipal complaints should be made to the Police Commission, with the Commission having jurisdiction over the police accountability in, and resolution of, public complaints. Additionally, the Commission should have the authority to conduct audits of police departments and any policing function.

Service Delivery

The nature of the contact with the police and the perception of that experience both impact the person's future support of police and may also indicate an area for enhanced police efforts. A phone survey was conducted to assess the level of public satisfaction with a variety of police related issues.

In general, most residents feel safe in their community during the day, whereas slightly less feel safe at night. A large majority of respondents had confidence in the police and Islanders were generally supportive of police programs and strategies. However, the survey identified some issues in which the police should consider an improved response to community needs.

Policing Models

The *Review* recommends a strategic, Island-wide concept for the delivery of policing and public safety services: local policing supported by specialized regional or centralized functions, forming part of the *safety and security web*. The *Review* identified six police organizational models, all

¹⁰ Premier's mandate letter

extant in Canada that are compared to the Island-wide concept considering cohesion, integration, and efficiency. The models are described in detail in the *Report* and summarized below.

A single police agency provides the greatest cohesion, integration, and efficiency, especially considering the relatively few police resources involved. The RCMP 'L' Division is positioned with the capability to provide all police services, federal, provincial, and municipal, provides the arrangement most consistent with the Minister's mandate letter. This model will involve negotiations to ensure the RCMP can absorb the municipal departments' personnel..

A second single-agency model is possible through the establishment of a PEI provincial police to provide all provincial and municipal police services for Islanders. The implementation of this model incurs uncertainty and risk in hiring suitably-qualified staff for an exact start date.

A variation of the PEI provincial police model is to replace the RCMP provincial police with the PEI police, leaving municipal police departments intact. Although this would bring all provincial and municipal policing under the PEI *Police Act*, policing would remain in discrete agencies and the uncertainty and risk of the establishment of the PEI provincial police remain.

Two integrated models are identified: retaining the contracted RCMP provincial police, and integrating the municipal police departments, through Island-wide common standards to ensure interchangeability of staff and interoperability of systems, as either two regional police agencies or one agency serving the two non-contiguous urban regions.

The *status quo*, when compared to the strategic, Island-wide concept, is found not to be cohesive, integrated, or efficient. Silos exist in systems, telecommunications, training and policies, and security clearances which prevent an effective Island-wide policing service delivery.

It is considered essential for broad policy direction and oversight to be provided by an appointed Police and Public Safety Board, or in the event of a contracted model, an Advisory Board, representing the Minister of Justice, municipalities, and the community. The Board will have the responsibility for overall orchestration of community safety and security.

The 17 recommendations are listed below.

The *Review* recommendations include:

1. Determining the Policing Model
2. Establishing Governance and Oversight
3. Amendments to Provincial Acts
4. Establishing an integrated Island Operations Communication Centre and Police Radio Systems
5. Mandating an Integrated Police Records Management System
6. Conducting an Audit of OSCID (Occurrence and Serious Crime Investigative Database)
7. Establishing Security Standards
8. Reconstituting the UPEI Security Police
9. Mandatory Statistical Reporting
10. Mandating an Island-wide Strategic Plan
11. Integrated Services
12. Criminal Record Checks
13. Traffic Collision Reporting
14. Electronic Traffic Tickets
15. Police Crown Court Nexus
16. Private Security Training and Certification
17. Consulting Islanders

Acknowledgments

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1 Introduction

1.1 The Purpose of the Review

The Public Safety Division of the Department of Justice and Public Safety (the Department) is responsible for the administration of the *Police Act* and for liaising with all police agencies toward the implementation of effective and efficient policing services in PEI.

In September, 2015, the Department of Justice and Public Safety received its mandate from the Premier, Hon. H. Wade MacLauchlan which included the following directives:

The Department of Communities, Land and Environment will lead the work with respect to municipal governance and the Department of Finance is leading municipal funding discussions. Justice and Public Safety will coordinate with both of these Departments to find options for cohesive, integrated and efficient public safety services. Policing, fire and other public safety services provide security to citizens from threats to their personal and economic stability.

Renew the approach to public safety, in collaboration with municipal governments and local fire departments, ensuring that the police and fire service delivery reflects the current and expected future needs of Islanders.

The Department desires that the *Crime Prevention and Policing Service Model Review* will provide recommendations with respect to crime prevention and policing strategies and recommendation regarding the most effective policing service model for Prince Edward Island. This will assist the Department in understanding trends and needs, and will provide a basis for an informed decision-making process. The *Review* also examined options for a province-wide mechanism for determining and updating policing priorities.

The last full review of policing services for Prince Edward Island was conducted in 1974.¹¹

1.2 PEI Policing History

Municipal police forces have been in existence in PEI since the mid-nineteenth century: Charlottetown since 1855 and Summerside since 1877. Kensington Police was established in

¹¹ Grosman, Brian A. Chairman of the Law Reform Commission of Saskatchewan. Report on Policing, Province of Prince Edward Island

1926. Other municipal police forces no longer extant include: Borden-Carlton, Montague, O'Leary, Parkdale/Sherwood, St. Eleanor's, Rustico, and Tignish.

Prior to the *Police Act* of 1930, provincial policing consisted of traffic officers and prohibition inspectors. These officers amalgamated to form the PEI Provincial Police when it was organized in 1930.¹²

Shortly afterwards, in 1932, the Province of PEI entered into a contract with the Government of Canada for provision of provincial policing services:¹³ The PEI Provincial Police was absorbed into the RCMP, and the new policing organization was designated 'L' Division. Detachments were opened in Charlottetown, Borden, Georgetown, Kensington, Montague, O'Leary, Souris, and Summerside.¹⁴

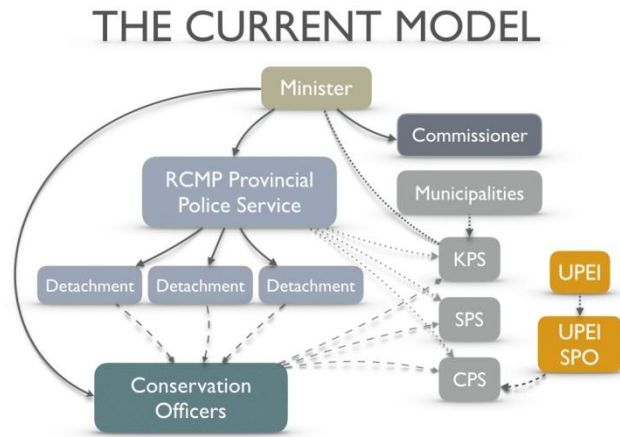
¹² The Grosman Report.

¹³ In the 1930s several provincial police forces were absorbed into the RCMP under contract with the Federal Government: Alberta, Saskatchewan, Manitoba, New Brunswick, and Nova Scotia.

¹⁴ "L" Division Annual Report 1973, as quoted in the Grosman Report.

2 Current Model of Policing in Prince Edward Island

Described below are the organizational context and current structure of policing in PEI. Later chapters of the report will discuss the management and operational challenges experienced in facilitating “*cohesive, integrated and efficient public safety services*”.



Currently, Island policing is prescribed under provincial *Acts*:

- The *Municipalities Act* provides the authority for the council of a town or village to provide police protection and law enforcement¹⁵
- The *Charlottetown Area Municipalities Act* and the *City of Summerside Act* provide the authority to provide police protection¹⁶
- The *Police Act* authorizes the contracting of the RCMP as the provincial police¹⁷

Prince Edward Island is policed by the RCMP 'L' Division with five detachments,¹⁸ and by three municipal police departments in Charlottetown, Summerside, and Kensington.

Peace Officers also staff provincial agencies, such as the Security Services Division of the University of Prince Edward Island in Charlottetown, and the Atlantic Police Academy in Summerside. Allied enforcement services are also provided by conservation officers attached to

¹⁵ Section 30

¹⁶ Section 21

¹⁷ Section 8

¹⁸ West Prince in Rosebank, East Prince in Summerside, Montague, Queens in Charlottetown, and Souris. The Division headquarters are in Charlottetown. Found at <http://www.rcmp-grc.gc.ca/detach/en/find/PE>

the Department of Justice and Public Safety, Sheriff Services, and Highway Safety Enforcement attached to the Department of Transportation, Infrastructure and Energy.¹⁹

The *Police Act Part IV*, sections 9 to 13, prescribes the responsibilities of the chief officer and members of the police department. The *Act* also establishes the Office of Police Commissioner, prescribes processes for the Atlantic Police Academy, and for the employment of Security Police Officers.

The policing model in PEI is similar to most other provinces, being a hybrid of provincial and municipal police. Unlike some provinces, there are no PEI regional police forces.²⁰

2.1 RCMP

The federal government, through contracted RCMP policing, provides a cost-sharing arrangement whereby the provinces pay seventy percent of the provincial policing costs, and the federal government thirty percent.²¹ The RCMP provides municipal policing under the PPSA and MPSAs, where the cost-sharing formulae²² are based on the municipal populations: 70/30 percent²³ for municipalities with fewer than 15,000 population; and 90/10 percent for those with greater than 15,000 people.

In addition, municipalities may enter into a *Policing Extended Service Agreement (ESA)* with the Government of Prince Edward Island, whereby the municipality pays for additional provincial police services above the 'standard' level of service under the PPSA. Typically, an ESA provides "services to the Municipality equivalent to that of one member of the RCMP during a normal work year". There are six such agreements in place.

Also, there are two *Community Tripartite Agreements (CTA)* with the Lennox Island and Abegweit First Nations. The costs of policing are shared between Canada (52%) and the Province (48%).

There are two *Municipal Police Services Agreements (MPSA)* with the Town of Stratford and the Town of Cornwall.

¹⁹ Public Safety Department Review RFP Section 1.2.

²⁰ Victoria and Esquimalt in BC, Lethbridge Regional AB, Codiac Regional NB, Halifax Regional NS, and several regional forces in Ontario.

²¹ Provincial finance document 2013-2014. PPSA budget \$14.402m

²² In the 1960s the federal portion of the cost sharing was 50% but was decreased incrementally until the current levels of 70/30 and 90/10 were established in 1992

²³ Municipalities pay 70 or 90 percent, Canada 30 or 10 percent respectively

RCMP 'L' Division comprises 141 Regular Members (sworn officers), 22 Civilian Members, and 35 Public Service Employees.²⁴ The Commanding Officer reports to the Minister of Justice and Public Safety. The Province funds 70 percent of the provincial policing (PPSA) costs, municipalities fund 70 percent of the MPSA, and local jurisdictions fund a number of additional officers through their individual ESAs. Provincial grants are provided to offset policing costs.

Contract responsibility for Confederation Bridge was transferred to Transport Canada from the Province of PEI in April 2015. This service is provided by the RCMP through the Prince Detachment.²⁵

The RCMP generally does not attend to by-law issues,²⁶ except in extenuating circumstances. Some elected officials have expressed frustration with the absence of by-law enforcement by the RCMP in their municipalities. Some municipalities engage by-law officers or contract services to other organizations such as the Commissionaires.

2.2 Municipal Police Departments²⁷

The Charlottetown Police Service (CPS) has grown with the city, and currently has strength of 60, comprising 54 male and 6 female officers.²⁸ CPS also employs 12 part-time officers to cover the increased workload experienced during the tourist season. CPS' current configuration is the consequence of an amalgamation in 1995.²⁹ The CPS is funded by the City, offset by a provincial policing grant and traffic fines revenues.³⁰ The CPS also shares the \$50,000 annual police training contribution to municipal police services. The cost of lock-ups is also subsidized by the Province to an amount of almost \$90,000. CPS also obtains additional revenue from criminal record checks contracts.

The City organization chart illustrates the Chief Constable reporting to the Chief Administration Officer. In addition, the City's Protective and Emergency Services Committee has a mandate which includes:

²⁴ "L" Division document provided May 2016. Statistics Canada Police Resources in Canada 2015 indicates 129 officers, 102 under contract and 27 federal

²⁵ Provincial finance document 2013-2014. Bridge budget \$282,000

²⁶ The Provincial Police Service Agreement 2012, Article 2.2 (ii) defines the role of the Provincial Police Service to include 'the laws of Canada and in the Province', but does not include bylaws; unlike Municipal Police Service Agreements which include bylaws

²⁷ In this report the term 'Police Department', defined under the Police Act Section 1, is used to differentiate the agency from the 'municipal police service' as used in the RCMP Municipal Police Services Agreement

²⁸ Statistics Canada Police Resources in Canada 2015

²⁹ Charlottetown Area Municipalities Act, Schedule 1. Town of Parkdale, Communities of Sherwood, West Royalty, East Royalty, Hillsborough Park, Winsloe, and an unincorporated area

³⁰ Provincial finance document 2013-2014. CPS budget \$8.315m, grant \$3.287m, traffic fines \$399,018

“..to make recommendations for policies and programs relating to education, prevention, investigation and enforcement for both police and fire, to make recommendations regarding the Charlottetown Police Service's resources needs including equipment, technology, personnel, etc., to ensure the implementation and promotion of a community policing philosophy.”

A councilor chairs the Committee with two other councilors as members. The Chief Constable and Deputy attend meetings, along with the Fire Chief and the Deputy, and the city's CAO. The Committee meets monthly.³¹

The Summerside Police Service (SPS) has an actual and authorized strength of 32, comprising 28 male and 4 female officers.³² SPS is funded by the City, offset by a provincial policing grant and traffic fines revenues.³³ The City's Police, Fire Services and Emergency Planning Committee's mandate is to oversee emergency fire prevention services and the provision of police protection for persons/property to all residents of the City.³⁴

Kensington Police Service (KPS) has an actual and authorized strength of five, comprising 4 male and one female officer.³⁵ In addition, the KPS employs 4 staff who are wholly engaged on conducting criminal records checks for off-Island organizations. KPS is funded by the City, offset by a provincial policing grant and traffic fines revenues and the revenue generated by the conduct of criminal records checks for the off-Island organizations.³⁶

2.3 Calls for Service PSAP

The Public Safety Access Point (PSAP)³⁷ for PEI is operated by a private, not-for-profit corporation, Medacom Atlantic, a subsidiary of Medavie Blue Cross. The PSAP receives incoming calls for service and redirects them to police, fire, or ambulance for the relevant jurisdiction. In the case of calls for police service, the call is rerouted to the operational communications centre (OCC) of the applicable police agency.

KPS recently moved its telecommunications function to the RCMP OCC. SPS and CPS maintain their own OCCs and dispatch their own calls for service.

³¹ Interview and document provided to the Review

³² Statistics Canada Police Resources in Canada 2015

³³ Provincial finance document 2013-2014.SPD budget \$3.837m, grant \$1.1m, traffic fines \$99,780

³⁴ Found at <http://www.city.summerside.pe.ca/mayor-and-council/pages/2012/2/committees/>

³⁵ Statistics Canada Police Resources in Canada 2015

³⁶ Provincial finance document 2013-2014.KPS budget \$639,122, grant \$125,084, traffic fines \$49,739

³⁷ Answering point for 911 and some non-emergency calls

2.4 Incident Dispatch and Records Management

The RCMP uses PROS (Police Reporting and Occurrence System) as its records management system, and recently introduced CIIDS 9 (Computerized Integrated Information Dispatch System) as its computer-assisted dispatch system (CAD).³⁸ All RCMP call receipt and dispatch functions are housed within the 'L' Division headquarters building in Charlottetown.

PROS is used by all three municipal police departments. Kensington also uses the RCMP CAD system, and has been dispatched through the RCMP Operations Communications Center (OCC) since March 2016. Summerside has a stand-alone paper-based call receipt and dispatch system, does not have CAD, and relies on paper records for recording incident details and outcomes. Summerside enters the details from paper reports into PROS. UPEI police have no CAD or RMS, and rely on paper-based reporting.

In addition to PROS, in 2014, CPS introduced an information management system, OSCID (Occurrence and Serious Crime Investigative Database). OSCID is not interoperable with PROS and limits information sharing with the other Island police services and the development of legislated reports. The operation of the system is subject to a Minister's Directive.³⁹

There are significant operational gaps in incident dispatch and records management in relation to an ideal model of modern policing. CAD would greatly improve service to the public and officer safety, but a CAD system is only used by two of the Island's five police forces.⁴⁰ Use of a common RMS would similarly improve service to the public by ensuring that incident information is uniformly searchable. Investigations could be more easily coordinated and police in neighbouring jurisdictions (for example, those areas enclosing Charlottetown) would be aware of incidents and investigations taking place in the city.

2.5 Radio Systems

All police agencies on the Island except the CPS utilize the provincial P25 digital radio system. This system is compatible and interoperate with the similar P25 systems in New Brunswick and Nova Scotia. Should the local control infrastructure fail for the radio system, then RCMP radio operations automatically move to Operational Communications Centres in either province.

³⁸ Exceptions include BC where a provincial system, PRIME BC, provides an integrated and cohesive process for all police agencies in the province, and Halifax where a similar system is used by the Halifax RCMP District and Halifax Regional Police through an integrated OCC

³⁹ Ministerial Directive pursuant to Section 3(3)(e) Police Act dated 31st March 2014 found at <http://www.gov.pe.ca/photos/original/PoliceActMD3v1.pdf>

⁴⁰ RCMP and KPS utilize CIIDS.

2.6 University Police Security Services

The University Security Services Division was established in 1968. Security Services comprises a Director, Assistant Manager, Corporal, Officers, Attendants, Administrative Support, and students who provide a variety of security and provincial offence enforcement,⁴¹ and primary investigation under the Criminal Code.⁴² The Corporal and Security Officers are Peace Officers under the *Criminal Code*, and under provincial legislation. The Division is funded by the University, and the Director reports to the University. The CPS is responsible for, and will act as, lead in all other matters, including *Controlled Drugs and Substances Act* investigations, with assistance from the Security Services Division.⁴³

2.7 Conservation Officers Service

The Investigation and Enforcement Section (Conservation Officers) appointed under the *Wildlife Conservation Act*, is comprised of 6.6 Conservation Officer positions, including one supervisor. The Conservation Officers are Peace Officers under provincial legislation, and have responsibility for enforcement under 17 provincial and 5 federal acts. The role of the Conservation Officers is in transition as some responsibilities are being moved to the Ministry of Communities, Land and the Environment.

The Conservation Officers function addressed later in this report and is the subject of a separate report.⁴⁴

2.8 Complaint Processes

There are two discrete police complaint processes in PEI. The *Civilian Review and Complaints Commission for the RCMP* is an independent agency, created by Parliament, to ensure that complaints made by the public about the conduct of RCMP members are examined fairly and impartially.⁴⁵ The municipal complaints process, defined under the *Police Act*, requires complaints to be made directly to the police department involved.⁴⁶

⁴¹ Highway Traffic Act, Liquor Control Act

⁴² Minor break and enter where damage or theft is under \$5,000, False pretenses under \$5,000, Impaired Driving offences, Damage to Property, Theft under \$5,000, Common Assault, Mischief

⁴³ Found at <http://www.upei.ca/facilities/security/>

⁴⁴ *perivale + taylor* Investigation and Enforcement (Conservation Officers) Section Operational Review 2016

⁴⁵ Found at <https://www.crcc-ccetp.gc.ca/>

⁴⁶ Police Act Section 20

2.9 Findings

Island policing has evolved over the past one hundred and fifty years without a vision of an ideal, seamless model providing standardized services. The management of policing in PEI is affected by inconsistent legislation and standards, different jurisdictions' perspectives, and separate funding sources, resulting in organizational silos. This does not provide a uniform level and quality of police service for Islanders.

There is confusion and overlap in the legislation related to policing. To ensure certainty, the relevant legislation should be clarified. References to policing should be confined to the *Police Act* and should be removed from other acts, such as the *Municipalities Act*.

As examined later in the *Report*, there are also several technology issues which impede effective policing in the Province.

The four Operational Communication Centres (OCC) on the Island (RCMP, SPS, CPS, and Medacom Atlantic) lack common incident handling standards and protocols, and there is no common training or performance standard for call takers/radio dispatchers. Each agency or organization performs its call taker training independently. As such, the level of service to the public is inconsistent.

All P25 system users utilize encryption on the radio system, but differing sets of encryption keys do not allow RCMP officers to communicate readily with municipal police officers. RCMP and municipal officers must coordinate through their dispatchers and switch to “mutual aid” talk groups in order to converse.

This lack of interoperability is caused by inconsistent personnel security policies at the Island’s municipal police services. Municipal police officers do not obtain nationally-recognized security clearances; this precludes them from use of RCMP encryption keys under the RCMP’s national IT security policy.

CPS operates a separate radio system that is incompatible with the provincial P25 system. CPS officers cannot communicate with the RCMP, KPS, SPS, or the UPEI police.

An ideal policing model would also ensure that training and qualifications of call takers and police dispatchers (as the front-line staff speaking directly to people in crisis) are congruent with and

meet accepted standards such as those established by the Association of Public-Safety Communications Officials (APCO).⁴⁷

The existing municipal police complaint process does not provide a transparent, accountable, or measurable model for Islanders. An ideal model would support these objectives, and establish processes that support the public interest.

⁴⁷ <http://APCOINTL.org>

3 Methodology

The following methodology was employed to facilitate broad community and stakeholder input to the *Review*. This was complemented by statistical analyses, a literature review, interviews with stakeholders, leading practices review, and extensive document examination.⁴⁸

The *Review* is not an audit. Consequently, rather than a detailed assessment of the processes, policies and programs of police agencies, such approaches were only reviewed to evaluate the contribution to, or impedance of, cohesive integrated effective and efficient systems for Island-wide policing.

3.1 Stakeholder Consultation

The *Review* met with stakeholders including senior provincial staff, mayors, councillors, municipal CAOs, senior police staff, police practitioners, social agencies, service providers and community groups.

Commonly-mentioned themes included:

- Community issues: greater police focus on each community
- Court - Police nexus: clarification of court/prosecutorial-related responsibilities and costs: case preparation, charge approval, electronic evidence format, witness management, integrated Island-wide process
- Data management and crime analysis to be Integrated and enhanced
- Drug houses
- Funding formulae for policing should be more transparent, equitable, and predictable
- Joint Forces Operations (JFOs) to be strengthened
- Management and Leadership - a desire for visionary leadership
- Police should be more visible in the community
- Police should only be used where their special skills, training and equipment are required
- Policing standards: integrated Island-wide standards to facilitate joint delivery of police services
- Separation of police and politics
- Social issues which impact policing and the development of group approaches to their resolution, such as COR and Hub
- Stability in personnel assignments to avoid loss of efficiency due to 'learning curves'
- Telecommunications - a centralized Operations Communication Centre, integration and rationalisation
- Traffic issues both with regards enforcement of traffic legislation and attendance at accidents
- Traffic: impaired driving and speeding
- Transparency and communication

⁴⁸ See Appendix 3.1 for organizations and persons consulted

3.2 Telephone Survey

3.2.1 Introduction

perivale + taylor facilitated a citizen-consultation telephone survey to assist in gaining a representative understanding of Islanders' views on policing and crime prevention priorities. The Population Research Laboratory (PRL), University of Alberta, Edmonton,⁴⁹ specialists in telephone survey methodology, conducted the telephone survey.

This survey of a representative sample of the public afforded a broad community perspective as to Islanders' opinion. PRL incorporated both landline and cell phone numbers in the sampling design.

The telephone survey achieved a number of goals:

- a statistically valid and reliable consultation with a representative sample of PEI residents
- inclusion of the Statistics Canada (StatsCan) General Social Survey Questions on policing which will provide the opportunity for ongoing national comparisons
- respondents' views on desired policing *outcomes*
- respondents' crime prevention *priorities*
- the police response to Family Violence

The full survey format and response summaries are available in Appendix 3.2, a separate document.

An objective of the *Review* is to develop a process to establish annual goals and priorities for policing. This, combined with the desire of ensuring broad community input to the process of policing, demanded a method to solicit Islanders perspectives on policing issues. The survey is based upon StatsCan question content and format. Consequently, the PEI survey can be conducted at regular intervals, and based upon the StatsCan content the findings lend themselves to cross-jurisdictional comparison across Canada.

Minor adaptation was made to include questions which reflected PEI demographics and lifestyles. An example of this is the survey references to crops, farming, and rural issues such as poaching. Such questions are unlikely in an urban-focused survey.

⁴⁹ Established in 1966, the Population Research Laboratory is a centre for social science research at the University of Alberta in Edmonton. With more than 100 employees, the PRL is the largest centre of its kind in Western Canada. It has extensive experience in conducting research in the areas of science and technology, education, health, labour markets, social policy, immigration, public opinion and the environment. Found at <http://www.prl.ualberta.ca/>

The inclusion of a section concerning family violence is based on the current provincial initiatives in this area. The section seeks respondents' perspective on family violence to support the *Premier's Action Committee on Family Violence Prevention*.

The survey had a sample of 400 residents from the Province of Prince Edward Island, aged 16 years and older.⁵⁰ All of the descriptive statistics, such as means and percentages, which are calculated using the sample data, are subject to sampling error. The sampling error is a measure of the validity of the descriptive statistics that are observed in a sample. The estimated sampling error, at the 95% confidence level for a sample of 407 households assuming a 50/50 binomial percentage distribution is plus or minus 4.8 percentage points.

PRL is a member of the Association of Academic Survey Research Organizations (AASRO).⁵¹ PRL specializes in the gathering, analysis, and presentation of data about demographic, social and public issues such as the state of Canadians' health and access to healthcare, their educational and labour force lives, and their perceptions and knowledge of the world around them.

The survey was comprised of three principal sections:

| Strategic Planning Level | Focus | Process action |
|--|---|--|
| Level 1 Police performance | StatsCan questions based upon perception of police performance on a range of responses to public enforcement and prevention needs | Comparison with other jurisdictions. Supports business planning of police and police-related agencies |
| Level 2 Community priorities for action | Questions which focus on public perception of community safety and security issues | Supports business planning of COR & Hub member ministries at strategic level and community agencies. Then to police strategic and tactical planning. |
| Level 3 Focused inquiry | Based upon the above level 1 & 2, incident data, intelligence and Ministers' directives, the development of a focus issue or issues for specific attention. This year, based upon the Premiers Strategic Initiative, Family Violence. | Provides, perhaps multi-year, foundation for monitoring of effectiveness of enforcement and prevention actions focused upon a leading initiative determined by Hub |

⁵⁰ All percentages related to % of those who responded to the question from the interviewer vs. the total number of respondent surveyed. Exceptions are noted

⁵¹ Found at <https://www.aasro.org/>

The principal findings of particular interest to Islanders are noted below. Data from the survey are also mentioned in sections of the report to which the questions are particularly relevant. The following is a summarized description of principal observations from the survey.

3.2.2 Principal Crime and Disorder Concerns

In general, most residents (82%) strongly agree that they feel safe in their community during the day, whereas slightly less (61%) feel safe at night.

With regards the most important crime and/or public or social disorder concerns,⁵² 'break and enters' were thought as important by 26% of respondents, 'drugs and related' offences were seen as the greatest group crime issue with 'the increase in dealing of illegal' (17%) and 'increase in use of illegal drugs' (20%).

Traffic violations such as 'speeding' (18%), 'theft other property' - not specified (17%), 'theft of vehicles' (16%) 'drinking and driving' (11%) were of lesser concern.

Other crime and disorder matters: 'non-specific property damage' (5%), 'trespass' (4%), 'property damage by ATVs' (3%), 'alcohol-related crimes' (2%), 'live-stock theft' (2%), 'poaching livestock' (1%), 'child abuse' (1%), 'assaults' (1%), 'gangs' (1%), 'family violence' (2%) 'cybercrime', 'suspicious fires' (1%), 'theft of farm equipment' (2%), 'property damage to farm equipment' (1%), 'texting whilst driving' (2%), and 'scams/frauds', 'organized crime'(1%).

Interestingly, 21% of respondents had no crime concerns.

3.2.3 Desirable Characteristics of a Local Police Service

There are six police organizational model options described later in this Report.

Given that developing a police organizational model is a focus of this *Review*, respondents were asked that, '*when thinking about characteristics of your local police service, how important is it to address local accountability?*'

- 62% of respondents believed that this is most important
- 25% believed that it is only relatively important
- 54% thought it important that the police reflect community values

⁵² Respondents could respond to more than one concern

3.2.4 Policing Priorities

An important facet of strategic and operational planning is to establish priorities for the police. Given the limited and expensive resources, choices must be made regarding the community issues to which the police direct these resources.

Respondents were asked how important it is to address several common policing tasks. 77% of those respondents suggested that response times to calls for service were considered most important. Only 3% thought this was not important.

Crime prevention, which includes community education and outreach programs like Neighbourhood Watch, DARE, Operation Identification, and Youth Intervention Program, was considered very important by 56%.

Resources directed to property crime, which includes 'break-and-enters', 'thefts from autos', 'auto thefts' was supported by 61%, and 'traffic safety' 52%; 'strategies directed at public disorder and vandalism' was supported by 42%, and 'organized crime and gangs' were supported by 35%.

3.2.5 Activities in which the Police should not be engaged

Fully-sworn, trained, and equipped police officers are an expensive commodity. Police in most municipalities are engaged in a diverse range of tasks which may, or may not, need the full range of skills and equipment of a sworn officer. These questions were addressed to tasks performed at agency level, such as school crossing patrols, rather than individual positions within an agency, such as a dispatcher in the OCC.

45% of respondents believed that fully-trained police officers should be used for by-law enforcement of local non-criminal bylaws, rules, laws, codes or regulations.

72% thought that school liaison or resource officers assisting in ensuring a safe place of learning was an important role for police; whereas only 54% supported police enforcing by-laws regarding pedestrians, bicycles, or skateboarders.

51% supported police officers' involvement in community event information booths, and only 35% supported their enforcement of rules against barking dogs, loose animals, littering, lawn sprinklers.

Support of police officers involved in other community services in site inspections, testing, or maintenance was 30%; 27% for parking enforcement, and only 15% thought that they should be used in school-crossing guard functions

3.2.6 Contact with Police and Degree of Satisfaction

The nature of the contact with the police and the perception of that experience both impact the person's future support of police and may also indicate an area for enhanced police efforts.

Regarding contacts with the police, the majority of respondents, 33%, had contact with the police in the course of a traffic violation and 70% of those were 'satisfied' or 'very satisfied' with the response of the police.

20% had been victims of crime and of these 35% were 'very satisfied' with the police response.

26% had contact with the police as a witness and, of these, 48% were 'very satisfied' and 21%'somewhat satisfied'.

Less than 1% of respondents had police contact in the course of an arrest.

3.2.7 Willingness to Report Incidents to the Police

The inclination of members of the public to contact the police is crucial for three reasons: the personal safety and emotional well-being of the individual, the state of health of the community, and the need to accurately understand the crime and disorder in the community.

The willingness to contact police can be influenced by several factors and a review of causes can shape the way police invite and address calls for service from the public.

The prime reasons that respondents did not contact the police were:

- 9% due to fear of revenge from the offender
- 7% believed the incident was too personal to report
- 5% believed that the incident was not sufficiently serious
- 3% believed that the police would not/could not do anything
- 2% of respondents would not call the police on an incident because of previous unsatisfactory service from the police
- less than 1% the belief that the caller would wait too long on the phone for a response

3.2.8 Options for Reporting Incidents to the Police

Given that policing services are expensive and that the deployment of resources should be both effective and efficient, it is imperative that there is due regard for the response of police to the range of calls for service to which the agency is asked to respond. Not all calls require the attendance of a fully trained, fully equipped sworn officer. The traditional concept of 'no call, too small' is not necessarily an efficient use of police resources. However, it is important that the police maintain an accurate account of crime and community disorder as a foundation for strategic and operational planning.

There was strong support amongst respondents to use reporting methods other than the personal attendance of a fully-trained sworn officer for non-emergency incidents.

- 56% were willing to attend a police station or detachment to report
- 48% were willing to make an appointment for later attendance by a representative of the police
- 43% to use website reporting
- 36% via email.

Additionally, 50% of respondents were willing to have non-police personnel to attend their residence to take non-emergency incident reports.

Only 1% of respondents wanted fully trained, uniformed police officer to attend to take a report of a non-emergency incident.

3.2.9 Overall Perceptions of Police

The public perception of the police influences the quality of life and how Islanders interact with the policing services. This ranges from the types of calls for assistance, readiness to support and participate in crime prevention initiatives, to the willingness to fund police services.

Regarding responding to calls

- 75% of respondents thought that the police did a good job
- 22% average job
- 4% poor job

Asked whether the police were 'approachable and easy to talk to'

- 76% approachable

- 17% average
- 7% poor job

In supplying information to the public regarding ways to prevent crime

- 49% good job
- 45% average job
- 6% poor job

In ensuring the safety of citizens

- 75% good job
- 22% average job
- 3% poor job

In response to the question of whether the police treat people fairly

- 71% good job
- 22% average
- 7% poor job

Overall, 61% of respondents had a great deal of confidence in the police on PEI

- 35% some confidence
- 4% not much confidence

Overall, 75% of respondents believed that the police in PEI do a 'good job' and 22% an 'average job'.

3.2.10 Family violence

The *Premier's Action Committee on Family Violence Prevention* is laying a foundation to address such incidents on the Island. It is difficult to assess the extent of family violence and to develop the best approaches to encourage reporting and to address the needs of victims. Given that the focus of the *Review* is the policing of PEI, the survey questions on Family Violence were focused upon the police response rather than the responses of any other agencies.

In the survey for the *Review*, 3% of respondents had experienced some form of family violence in the last five years. Although numbers were low, the most frequent assailants were former spouses who were marginally more frequent than other family members such as parent or sibling.

The majority of incidents had occurred only once. In 30% of cases, the incident was not reported to the police. When reported, police attended and investigated in 76% of incidents. In 43% of those cases the offender was warned and in 12% of cases removed from the scene. Charges were laid in 12% of reported incidents.

In 28% of cases was the respondent 'satisfied' with the actions of the police

- 47% somewhat satisfied
- 24% dissatisfied

Following police intervention the offending behavior

- 59% decreased or stopped
- 24% stayed the same
- 17% increased.

Although the overall sample was small, various reasons were suggested for not involving the police

- 75% of respondents were afraid that the children would be taken by social services
- 59% thought that they had lack of evidence
- 59% of respondents did not call the police as they did not want to get into trouble with the law
- 59% did not want others to find out through sources such as the media
- 59% had a fear of the court process, and thought that the police would be biased in their response
- 25% thought that police would think the incident was not important enough
- 25% thought the matter was a private or personnel matter
- 16% did not want the offender to get in trouble
- 16% thought it too much of a 'hassle' to get the police involved

72% of respondents did not contact any other social service; the principal reason offered was that they did not need any assistance.

3.3 Public-input Website Survey

perivale + taylor established a public-input website⁵³ with identical questions from the PRL telephone survey, excluding the family violence questions.⁵⁴ The survey was available in both

⁵³ The English survey found at <https://www.research.net/r/PEI-policing-review> and in French at <https://fr.research.net/r/sondage-policier-IPE>.

French and English. The goal was to allow all Islanders additional input to the *Review*. It should be noted, the survey is not representative as respondents are self-selected. Consequently, and this is important, the results of the survey are not statistically valid.⁵⁵

There were 540 respondents to the survey: 529 English language respondents, and 11 French language respondents. A significant majority of these respondents (65%) were residents of Queens County, while Prince had 30%, with 5% for Kings. No respondents answered from out of province.

Although not statistically valid due to the self-selecting nature of participation, the website input:

- assisted interested parties to be aware of the *Review* and to facilitate broad community input and follow-up; and
- enabled all PEI residents, organizations, and businesses to put forward ideas and opinions

3.3.1 Demographics

There were 540 respondents to the survey. A significant majority of these respondents (65%) were residents of Queens County, while Prince had 30%, with 5% for Kings. No respondents answered from out of province.

96% of respondents participated in the survey as individuals, with only 4% completing the survey on behalf of an organization or business.

57% of survey respondents were male and 42% female. Three respondents stated their gender as 'other'.

The majority of respondents were 40 to 59 years of age, although French language participants were slightly younger at 40 to 45 years of age. A slightly smaller percentage were aged 20 to 39 years, with respondents 60-plus years the smallest group.

Urban residents represented 48% of English-speaking survey respondents, with rural residents second at 30%, and suburban residents at 22%. Five reported living on the water. French respondents were 50% urban, 12% rural, and 38% suburban.

⁵⁴ Consultations with a number of persons determined that family violence was too challenging a subject to be addressed through this type of survey

⁵⁵ The degree of validity is particularly important when considering issues such as 'level of satisfaction' with police services.

3.3.2 Community Safety

86% of survey respondents agreed that they feel safe in their communities during the day. At night, this drops to 74%. Only 20% of English speaking respondents do not feel safe in their communities at night. All French speaking respondents felt safe or very safe during the day.

3.3.3 Crime Concerns

'Drinking and driving' was the greatest crime concern of all respondents, at a 70% concern level. 'Cell phone use (or texting) while driving', and 'house break-ins' were both indicated as a crime concern by slightly over 50% of respondents. French respondents' concern regarding texting and cell phone use was significantly higher, at 75%.

Other concerns were 'drug dealing' (50%), 'illicit drug use' (32%), 'family violence' (32%), 'theft' (also 32%), and 'traffic violations' (29%). Scoring lower as crime concerns were 'youth crime', 'fraud (including fraud against seniors)', 'assaults', and 'child abuse'.

3.3.4 Police Funding

The majority of respondents (58%) rated cost control as 'least important' to neutral as a concern, This was aligned with French language respondents, at 63%.

3.3.5 Accountability, Community Values, Recruiting

88% of respondents identified local accountability as an important concern for their police forces. Only 12% rated this factor as of low importance.

Similarly, 80% of respondents identified 'reflection of community values' as an important characteristic for their police. In regard to hiring, 52% of respondents indicated that local/regional hiring of police recruits is important. 15% stated that local/regional hiring is the least important factor for police.

3.3.6 Community Outreach

78% of respondents stated that educational outreach (such as DARE and Neighbourhood Watch) are "important" or "most important" police activities. Only 8% of respondents indicated that these programs are unimportant.

These figures extended to the topic of crime prevention programs, where 78% of respondents rated these programs as 'important' or 'very important'.

3.3.7 Police Response Times

Most respondents (91%) believe that police response times are 'important' or 'most important' factors for police agencies. 9% indicated that response times were the 'least important' of police concerns.

3.3.8 Crime Priorities

Both English and French speaking respondents were undecided in regard to police prioritizing investigations into organized crime and gangs. 26% of English language respondents rated this type of crime as 'not important', while 47% rated it as 'neutral' or 'somewhat important'. Only 25% of respondents identified organized crime and gang activity as a 'very important' policing priority. Among French speaking respondents, 38% felt organized crime and gangs were 'not important'.

'Property crime' (break and enters, thefts, auto thefts, etc.) was ranked as 'important' or 'very important' by 87% of respondents.

'Traffic safety' ranked as important/very important by 82% of English and 50% of French speaking respondents.

Support for police prioritization of 'public disorder and vandalism' was lower at 70%. 22% of respondents were neutral on this issue.

3.3.9 Police Service Functions

The survey asked respondents about whether they think police should be involved in community support functions such as acting as school liaison officers, parking enforcement officers, and school crossing guards. Respondents strongly disagree with use of police for many of these functions, such as:

- school crossing guards
- inspection, testing and maintenance of municipal facilities or functions
- parking enforcement
- responding to complaints such as barking dogs, littering, or illegal use of lawn sprinklers

However, respondents expressed strong support for police as school liaison officers, and for police participation in community events.

3.3.10 Experience with Police

59% of English speaking respondents said that they have had contact with the police in the past 12 months. Amongst French language respondents this figure was 25%.

21% stated that this contact was through a public police information session. 20% of respondents were stopped by police in response to a traffic violation. A significant majority of both classes of respondents were “very satisfied” with the police officers’ actions and response.

19% of respondents were the victim of crime in the past 12 months. Reviews of the police response in this case were more balanced

- 24% being very satisfied
- 24% also being very dissatisfied

One respondent cited very slow police response time as the factor of his dissatisfaction.

19% of respondents had contact with the police in the last 12 months because they were a witness to crime. Respondents in this case were

- 37% very satisfied
- 21% very dissatisfied

Reporting of traffic violations by other drivers (excessive speeding and impaired drivers) and traffic enforcement related problems (not enough police) were cited as reasons for respondents’ dissatisfaction.

Finally, 2% of respondents indicated that their police contact in the past 12 months was through their being arrested. The majority of respondents chose not to indicate if they were ‘satisfied’ or ‘dissatisfied’, but respondents’ selections were closely balanced between a neutral opinion of police actions and ‘very dissatisfied’ (14% and 16% respectively).

3.3.11 Mental Health

Only a small number of respondents (2%) reported contact with the police in the last 12 months due to an emotional or mental health issue. Amongst French language respondents, only 1 of 11 respondents had contact with police in this regard. Opinion on police performance was

distributed fairly evenly between 'satisfied' and 'dissatisfied', with a majority of respondents indicating they "don't know".

5% of respondents reported contact with police over the past 12 months in regard to a family member's emotional or mental health issue. A strong majority of respondents were 'very satisfied' with police response and actions.

3.3.12 Substance Abuse

Only 1% of respondents indicated that they had had police contact in the past year as a result of personal drug or alcohol abuse. 3% of respondents had experienced police contact due to substance abuse by a family member. 16% of respondents were 'very satisfied' by police actions, whilst 7% were 'very dissatisfied'.

3.3.13 Other Police Contact

27% of respondents indicated that they had had police contact in the past year for a reason that was not specified in the main body of the survey. Opinion of police actions in these cases was: 41% 'satisfied' or 'very satisfied', 20% of respondents were 'very dissatisfied'.

The nature of these contacts was varied, but included:

- Arson
- Civic programs (police governance, planning, traffic enforcement)
- Criminal record or background check
- Damage to property
- Drinking driver road-checks
- Professional standards investigation (complaint about a police member)
- Recruiting presentation
- Social work/community health related
- Thanking an officer

3.3.14 Reporting Crime

Most respondents indicated (40%) that they might not report a crime simply because they do not want to bother the police. Amongst French language respondents, this figure was lower (29%), and 29% of respondents indicated that they would attempt to solve the problem in an alternate manner that did not involve the police.

Other factors that might affect respondents' reporting to police included

- 27% police would not do anything
- 20% fear of retribution by the alleged offender
- 18% unsatisfactory police service in the past

The survey asked respondents about a number of possible alternative methods of reporting non-emergency crime, such as telephone and email reporting, making an appointment for police attendance, and dealing with civilian (non-police) staff:

- 57% would support telephone-based incident reporting for non-emergency crime
- 36% using a secure police web site to report their incident
- 35% would choose to go to the police station to report an incident, if sufficient office staff were available
- 32% would support emailing crime reports

English and French language responses were comparable.

A small percentage of English language respondents (19%) would prefer that uniformed police attend their residence or place of business in response to all calls for service. 24% of respondents would prefer attendance by non-uniformed (i.e. 'plain clothes' police). No French language respondents selected this option.

3.3.15 Opinions on Police Performance

49% of English language and 43% of French language respondents believe that police are doing a 'good job' of enforcing the law.

47% believe that police do a good job of responding to calls for service

- 24% average
- 20% poor

54% of English language respondents believe that police are doing a good job in regard to being approachable and being easy to talk to. French respondents rate police approachability lower, with only 14% responding "good" and 29% 'average'.

Opinion is split (39% and 40% respectively) in regard to police doing a 'good' or 'average' job of providing the public with crime prevention information.

In regard to ensuring the safety of citizens in the community,

- 49% think that police are doing a 'good' job
- 34% average
- 15% poor

French language respondents' opinions were comparable.

A significant percentage of respondents rate police as doing a good job of treating all people fairly. Only 9% think police do a poor job in this regard.

Finally, when asked "How much confidence do you have in the police?"

- 50% a great deal of confidence
- 29% some confidence
- 20% not very much or no confidence

3.4 Findings

Several general 'actionable' findings are apparent from the consultation phase of the *Review*.

The following observations relate only to the valid and reliable PRL phone survey.

In general, most residents (82%) strongly agree that they feel safe in their community during the day whereas slightly less (61%) feel safe at night.

75% of respondent thought the police do a good job of responding to calls and 75% thought the police do a good job of ensuring public safety. 61% had a great deal of confidence in the police. However, of those who were victims of crime, 35% were very satisfied, and 30% were very dissatisfied.

The telephone survey highlights several areas for service enhancements which can be incorporated into priority setting and strategic planning. Greater focus could be afforded to ensure that each incident is dealt with appropriately and thoroughly and that the public understands and is satisfied with the actions of police. In the case of family violence, this may be ensuring that the service recipient is safe from further harm. The engagement of the Hub process or other referral should be one of the options considered in such cases.

The 'family violence' portion of the survey identifies needs for greater focus on the provision of services to such victims, particularly in the area of support and follow-up to prevent continued or recurring violence.

The *Review* identified several foci for policing priorities including 'break-ins' and 'drug offences'. Speeding and thefts were also considered important.

The public are very willing to consider other methods of reporting beyond, simply and expensively, deploying a unit to take a report of every incident, having no regard for its severity or the judicious use of resources.

The nature of Island life with the absence of anonymity, where people are known to neighbours, impacts the willingness of the public to report incidents and possibly face retribution from the perpetrators.

When considering the form of policing model, 'local accountability' was considered as the most important issue. That the police should reflect community values and also support local education programs such as DARE were favoured.

4 Analysis

4.1 Introduction

A 2013 study by Public Safety Canada found that there are no legislative requirements that control or require the use of specific performance measures in Canadian policing. Moreover, apparently, there are no evidence-based performance standards or existing “industry-accepted” measurement frameworks available for police services to follow in Canada. Nevertheless, some provinces, such as Ontario, require that police report on specific indicators of performance under municipal reporting regulations.

Even scanning internationally, only a small number of American police agencies, for example, apply the International Organization for Standardization (ISO) standards to their management of organizational performance. Many American municipalities, however, use the International City/County Management Association (ICMA) Key Performance Indicators (KPIs) for measuring municipal government and police agency performance. However, these metrics have tended to be output focused.⁵⁶

The National Decision Making Model (NDM) of the College of Policing in the UK establishes parameters for decision making with an ethics focus. NDM puts the Code of Ethics at the heart of all police decision making. This distinguishes the NDM from other decision-making models and recognizes the need for all police decisions to be consistent with the principles and standards of behaviour set out in the Code.⁵⁷

Ideally, police performance analyses should focus on organizational outcomes such as the difference made to community safety and the quality of community life, public satisfaction, and value-for-money or, to use a private sector term, a satisfactory ‘return on investment’. Measuring such outcomes relies largely on external measurement. Historically, this has been challenging. For instance, the generalized questions on traditional ‘satisfaction’ surveys about the local police tend to be too general to tease out specific information on what it is that citizens favour about police services. More importantly, it can be challenging to establish what it is that citizens are dissatisfied with. Other methodological issues associated with generalized questions include non-standardized, inconsistent and, at times, poor choice of wording or questions and response categories making comparisons across time and place difficult.

⁵⁶ Public Safety Canada. (2013). *Canadian Police Board Views on the Use of Police Performance Metrics*. Ottawa, ON: Compliance Strategy Group. Law Enforcement and Policing Branch. Public Safety Canada, page 1. Accessed 11 September 2015 at: <http://www.publicsafety.gc.ca/lbrr/archives/cn63311587-eng.pdf>

⁵⁷ Found at <http://www.app.college.police.uk/>

In Canada, only one national survey, the General Social Survey administered by Statistics Canada, asks questions on police performance.⁵⁸ This constitutes the only source of public opinion about police performance that is comparable across time and place in Canada.⁵⁹ The majority of Canadian municipal police services commission their own annual or bi-annual public opinion community satisfaction surveys that include numerous general and specific police performance questions.

Meaningful analysis of the organizational performance of police agencies is crucial. For instance, how performance is measured affects not only what the public knows about the police, but also the character of operations and the leadership/management climate. Analyses and performance management in accordance with organizational goals should be viewed as an integral part of the leadership and management of policing.⁶⁰

4.2 Analyses of Crime and Police Workload

4.2.1 Crime Statistics

The Crime Severity Index is calculated using Incident-based Uniform Crime Reporting Survey (UCR2) data. The Crime Severity Index includes all Criminal Code violations including traffic, as well as drug violations and all federal statutes. In the index, all crimes are assigned a weight based on their seriousness. The level of seriousness is based on actual sentences handed down by the courts in all provinces and territories. More serious crimes are assigned higher weights, less serious offences lower weights. As a result, more serious offences have a greater impact on changes in the index.

Prince Edward Island has the second lowest CSI in Canada and is lower than the Canadian average. See following tables.

Crime rates are based upon *Criminal Code* incidents, excluding traffic offences. Counts are based upon the most serious violation in the incident. One incident may involve multiple violations. Rates are calculated on the basis of 100,000 population. Prince Edward Island crime rate is the third lowest rate, and is lower than the Canadian average.

⁵⁸ Examples: Likelihood Neighbours would Call the Police, Satisfaction with Personal Safety from crime, Protection From Crime, Safer From Crime, Perceptions: Local Police, Confidence In Police, Contact With Police.

⁵⁹ These questions were included in the PRL telephone survey

⁶⁰ Bayley, D. H. (1996). "Measuring Overall Effectiveness or, Police Force Show and Tell," in *Quantifying Quality in Policing*, ed. L. T. Hoover, Washington: PERF

Crime Severity Index (CSI) by province and territory 2014⁶¹

| Jurisdiction | Crime Severity Rate |
|---------------------------|---------------------|
| Canada | 66.66 |
| Newfoundland and Labrador | 62.51 |
| Prince Edward Island | 53.93 |
| Nova Scotia | 66.05 |
| New Brunswick | 55.90 |
| Quebec | 57.32 |
| Ontario | 50.00 |
| Manitoba | 95.89 |
| Saskatchewan | 123.43 |
| Alberta | 85.73 |
| British Columbia | 91.63 |
| Yukon | 189.05 |
| Northwest Territories | 290.48 |
| Nunavut | 272.04 |

Crime Rate by Province and Territory 2014⁶²

| Jurisdiction | Crime numbers | Crime Rate |
|---------------------------|---------------|------------|
| Canada | 1,793,534 | 5,046 |
| Newfoundland and Labrador | 29,531 | 5,604 |
| Prince Edward Island | 6,862 | 4,691 |
| Nova Scotia | 51,391 | 5,452 |
| New Brunswick | 33,832 | 4,488 |
| Quebec | 286,828 | 3,492 |
| Ontario | 486,384 | 3,556 |
| Manitoba | 98,899 | 7,714 |
| Saskatchewan | 118,222 | 10,505 |
| Alberta | 290,581 | 7,050 |
| British Columbia | 351,912 | 7,599 |
| Yukon | 8,733 | 23,919 |
| Northwest Territories | 19,158 | 43,917 |
| Nunavut | 11,201 | 30,616 |

⁶¹ Statistics Canada Police Resources in Canada 2015⁶² Statistics Canada Police Resources in Canada 2015

Crime Statistics PEI and Maritimes

Total Numbers of Crime by type of Violation 2014

| | Canada | NFLD | PEI | NS | NB |
|---|-----------|--------|-------|--------|----------|
| All violations | 2,052,191 | 32,782 | 7,687 | 58,400 | 38,221 |
| All <i>Criminal Code</i> violations (incl' traffic) | 1,923,039 | 31,370 | 7,372 | 54,864 | 36,084 |
| All <i>Criminal Code</i> violations (excl' traffic) | 1,793,534 | 29,531 | 6,862 | 51,391 | 33,832 |
| <i>Violent Criminal Code violations</i> | 369,359 | 6,725 | 1,206 | 11,699 | 8,778 |
| Homicide | 516 | 2 | 3 | 6 | 9 |
| Attempted murder | 617 | 1 | 1 | 56 | 9 |
| Sexual assault (levels 1-3) | 20,735 | 305 | 56 | 591 | 426 |
| Assault ² | 212,923 | 3,803 | 673 | 5,955 | 4,929 |
| Robbery | 20,924 | 160 | 27 | 278 | 147 |
| Criminal harassment | 19,653 | 245 | 77 | 556 | 561 |
| Uttering Threats | 62,387 | 1,746 | 249 | 2,706 | 1,985 |
| Other violent violations | 31,604 | 463 | 120 | 1,551 | 712 |
| Property crime violations | 1,100,403 | 17,480 | 4,819 | 31,182 | 19,686 |
| Breaking and entering | 151,921 | 2,525 | 492 | 3,672 | 2,796 |
| Theft of motor vehicle | 73,964 | 479 | 76 | 1,059 | 999 |
| Theft over \$5,000 (non-motor vehicle) | 14,258 | 246 | 32 | 258 | 194 |
| Theft under \$5,000 (non-motor vehicle) | 474,879 | 5,968 | 2,355 | 13,412 | 7,530 |
| Mischief | 264,841 | 6,948 | 1,333 | 8,658 | 5,974 |
| Other property crime violations | 120,540 | 1,314 | 531 | 4,123 | 2,181.72 |
| Other <i>Criminal Code</i> violations | 323,772 | 5,326 | 837 | 8,510 | 5,368 |
| Disturb the peace | 103,266 | 2,072 | 343 | 1,631 | 1,380 |
| Administration of justice violations | 171,897 | 2,346 | 365 | 4,819 | 2,585 |
| Other violations | 48,609 | 908 | 129 | 2,060 | 1,403 |
| <i>Criminal Code</i> traffic violations | 129,505 | 1,839 | 510 | 3,473 | 2,252 |
| Impaired driving | 74,781 | 1,573 | 413 | 2,907 | 1,713 |
| Other <i>Criminal Code</i> traffic violations | 54,724 | 266 | 97 | 566 | 539 |
| Federal Statute violations | 129,152 | 1,412 | 315 | 3,536 | 2,137 |
| Drug violations | 103,757 | 1,188 | 246 | 3,114 | 1,635 |
| Other Federal Statutes | 25,395 | 224 | 69 | 422 | 502 |

Source: Statistics Canada, CANSIM table 252-0051 and Catalogue no. 85-002-X.

Note: the 2015 statistics will not be available until fall 2016.

Crime Statistics PEI and Maritimes

Numbers of Crime per 100,000 Population 2014

| | Canada | NFLD | PEI | NS | NB |
|---|----------|----------|----------|----------|----------|
| All violations | 5,774.25 | 6,220.76 | 5,254.88 | 6,195.18 | 5,069.68 |
| All <i>Criminal Code</i> violations (incl' traffic) | 5,410.85 | 5,952.82 | 5,039.55 | 5,820.08 | 4,786.22 |
| All <i>Criminal Code</i> violations (excl' traffic) | 5,046.46 | 5,603.85 | 4,690.91 | 5,451.65 | 4,487.51 |
| Violent <i>Criminal Code</i> violations | 1,039.26 | 1,276.15 | 824.43 | 1,241.05 | 1,164.32 |
| Homicide | 1.45 | 0.38 | 2.05 | 0.64 | 1.19 |
| Attempted murder | 1.74 | 0.19 | 0.68 | 5.94 | 1.19 |
| Sexual assault (levels 1-3) | 58.35 | 57.88 | 38.28 | 62.69 | 56.50 |
| Assault | 599.10 | 721.67 | 460.06 | 631.71 | 653.79 |
| Robbery | 58.87 | 30.36 | 18.46 | 29.49 | 19.50 |
| Criminal harassment | 55.30 | 46.49 | 52.64 | 58.98 | 74.41 |
| Uttering Threats | 175.54 | 331.32 | 170.22 | 287.06 | 263.29 |
| Other violent violations | 88.93 | 87.85 | 82.02 | 164.53 | 94.43 |
| Property crime violations | 3,096.20 | 3,317.03 | 3,294.30 | 3,307.85 | 2,611.17 |
| Breaking and entering | 427.46 | 479.15 | 336.33 | 389.53 | 370.86 |
| Theft of motor vehicle | 208.11 | 90.90 | 51.95 | 112.34 | 132.51 |
| Theft over \$5,000 (non-motor vehicle) | 40.12 | 46.68 | 21.88 | 27.37 | 25.73 |
| Theft under \$5,000 (non-motor vehicle) | 1,336.17 | 1,132.50 | 1,609.89 | 1,422.77 | 998.79 |
| Mischief | 745.18 | 1,318.46 | 911.25 | 918.46 | 792.40 |
| Other property crime violations | 339.15 | 249.35 | 362.99 | 437.36 | 290.88 |
| Other <i>Criminal Code</i> violations | 911.00 | 1,010.67 | 572.18 | 902.76 | 712.02 |
| Disturb the peace | 290.56 | 393.19 | 234.48 | 173.02 | 183.04 |
| Administration of justice violations | 483.67 | 445.18 | 249.52 | 511.21 | 342.88 |
| Other violations | 136.77 | 172.30 | 88.19 | 218.53 | 186.10 |
| <i>Criminal Code</i> traffic violations | 364.39 | 348.97 | 348.64 | 368.42 | 298.71 |
| Impaired driving | 210.41 | 298.50 | 282.33 | 308.38 | 227.21 |
| Other <i>Criminal Code</i> traffic violations | 153.98 | 50.48 | 66.31 | 60.04 | 71.49 |
| Federal Statute violations | 363.39 | 267.94 | 215.34 | 375.11 | 283.45 |
| Drug violations | 291.94 | 225.44 | 168.17 | 330.34 | 216.87 |
| Other Federal Statutes | 71.45 | 42.50 | 47.17 | 44.76 | 66.59 |

Source: Statistics Canada, CANSIM table 252-0051 and Catalogue no. 85-002-X.

Note: the 2015 statistics will not be available until fall 2016.

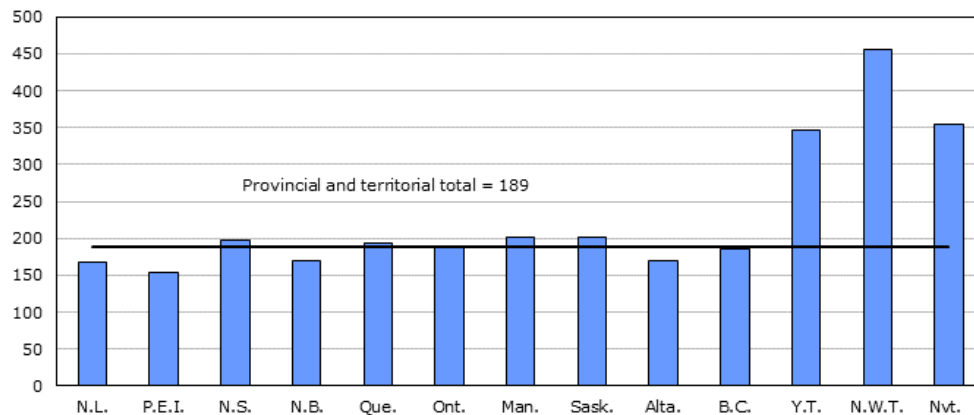
PEI's crime rate is lower than the Canadian average and the lowest in the Maritimes after Newfoundland.

4.2.2 Police Workload

4.2.2.1 Crimes per Officer

Rate of police strength, by province and territory, 2015

Police officers per
100,000 population



Note: The provincial and territorial total excludes the Royal Canadian Mounted Police Headquarters and Training Academy. Populations are based on July 1st estimates, Statistics Canada, Demography Division.
Source: Statistics Canada, Canadian Centre for Justice Statistics, Police Administration Survey.

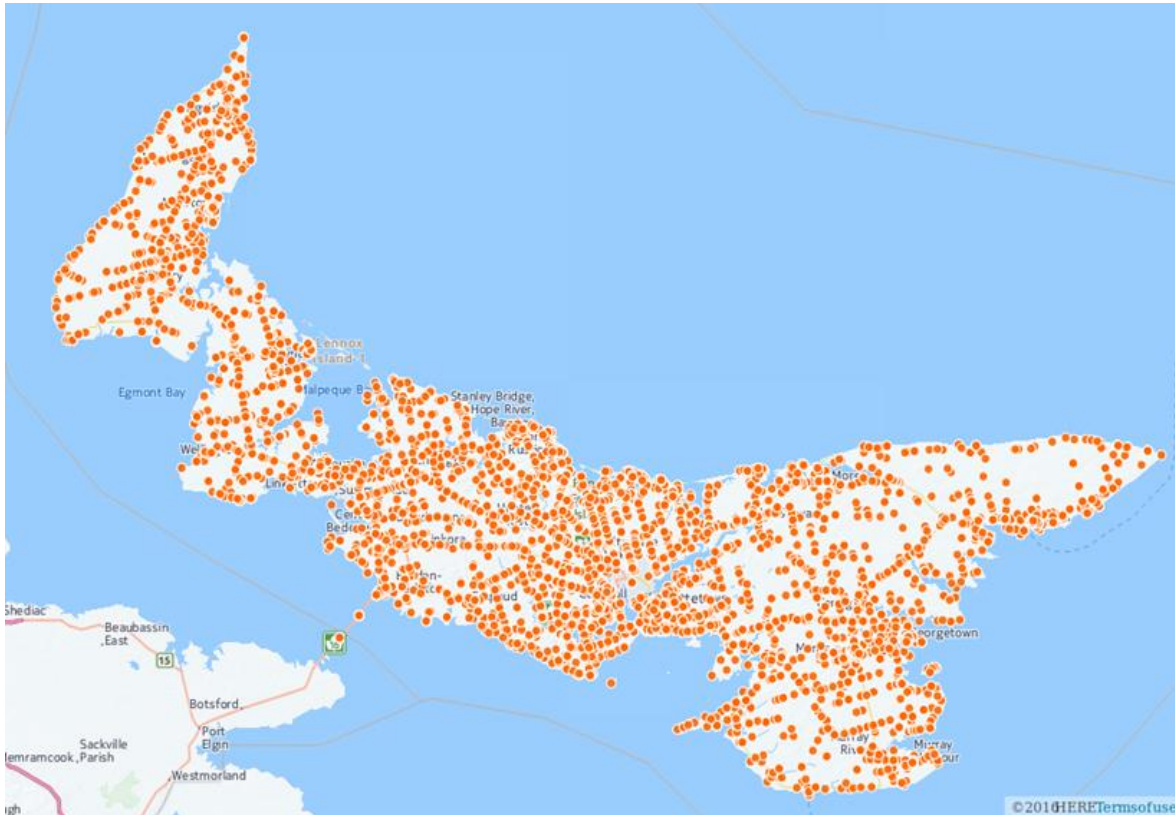
4.2.2.2 Ratio of crimes per officer

| Province | NFLD | PEI | NS | NB |
|---|--------|-------|--------|--------|
| All <i>Criminal Code</i> violations (including traffic) | 31,370 | 7,372 | 54,864 | 36,084 |
| Number of police officers | 889 | 226 | 1855 | 1278 |
| Crimes per officer | 35.3 | 32.6 | 29.6 | 28.2 |

Based on the Statistics Canada 2015 figure of 226 police officers in PEI and the total number of crimes 7,372 (2014 figure), the ratio of crimes per officer is 32.6, or mid-range in the Maritimes.

4.2.3 Calls for Service, Crimes, and Incidents ⁶³

Map 1 RCMP Calls for Service, 2015

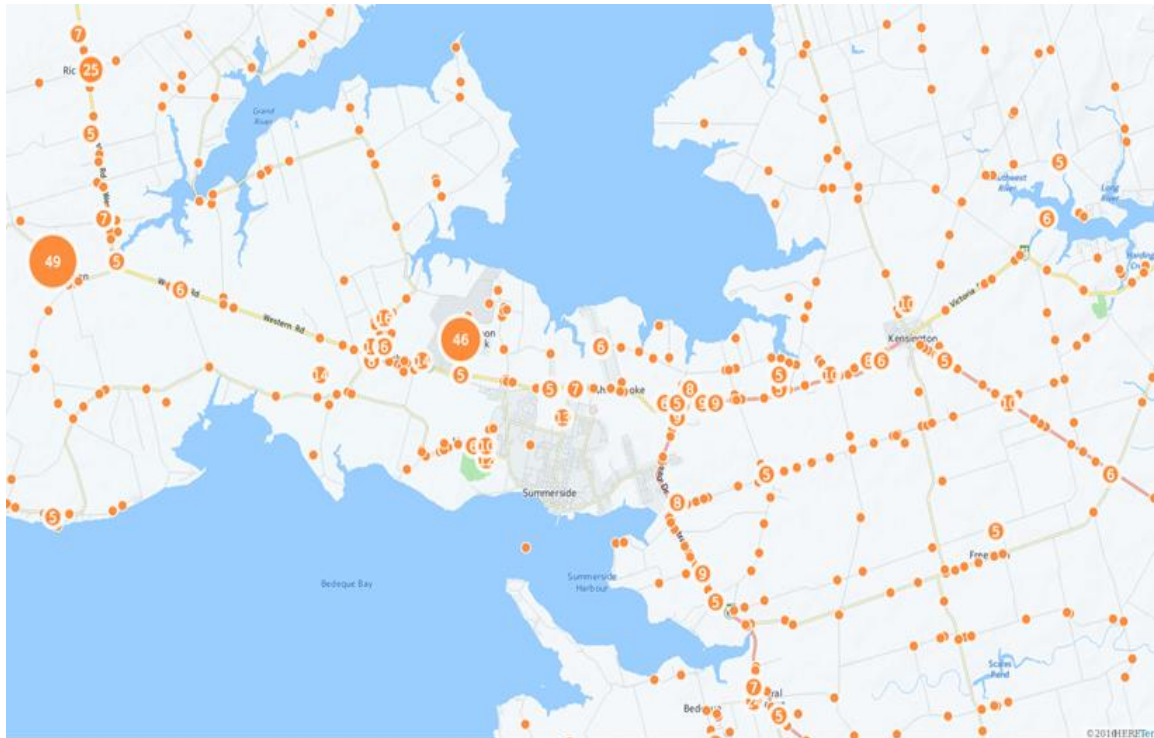


This map depicts “calls for service” which were received in the RCMP ‘L’ Division OCC for 2015. A total of 12,369 distinct police incidents are indicated. Each dot represents the location of an individual call for service. Note at this broad scale the fairly even distribution of calls for service across the province, and the increased density of incidents along highways and major routes of travel. At this scale the distribution of incidents between the RCMP and PEI’s municipal police forces is not evident.

The following two maps highlight the Summerside/Kensington and Charlottetown and areas.

⁶³ The paucity of cogent data seriously impacted the ability to conduct adequate analysis of workload. See *Recommendations*

Map 2 Summerside and environs, RCMP Calls for Service, 2015

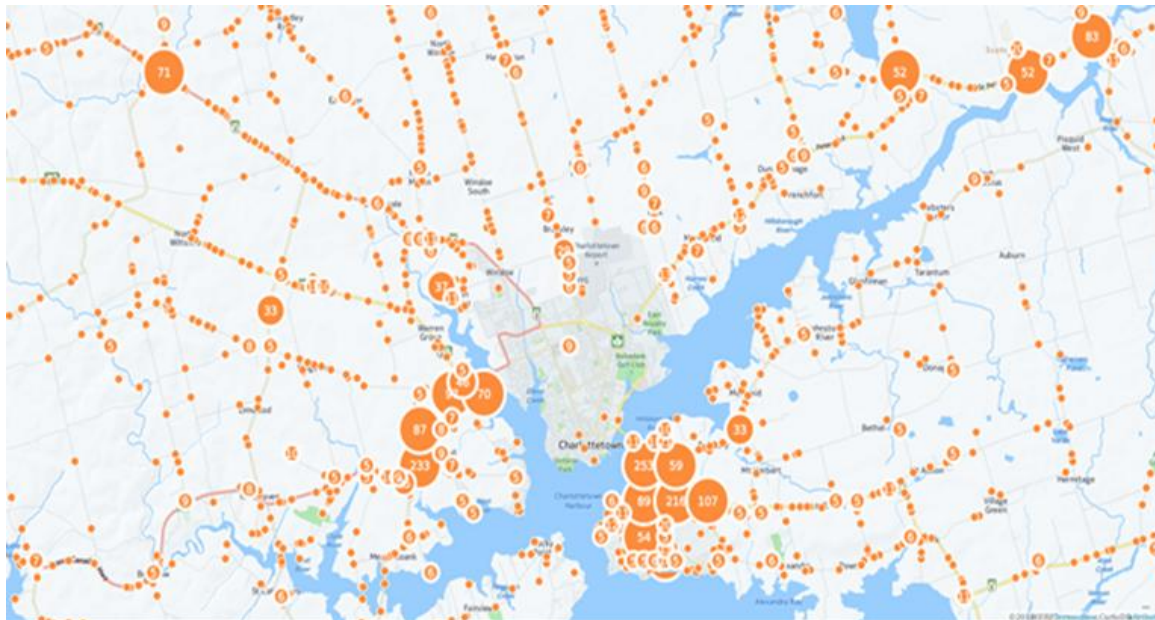


Map 2 depicts calls for service received by the RCMP 'L' Division OCC for 2015 in the areas of Summerside and Kensington. Each dot represents the location of an individual call for service, and closely clustered calls for service are collected into larger "bubbles" indicating the total number of calls in that area. Both municipalities are represented on the same map.

As with the map of the Charlottetown area below, each municipality is notable by the easily discernible clustering of incidents around the municipalities. Lack of an operational CAD system in the municipal police forces precludes statistical analysis and geolocation of calls for service on a map.⁶⁴ Kensington Police adopted use of CIIDS in March 2015; this will support future geolocation of calls for service, and support crime analysis functions for the municipality.

⁶⁴ This issue is addressed later in the Report

Map 3 Charlottetown and environs, RCMP Calls for Service, 2015



Map 3 depicts “calls for service” received in the RCMP ‘L’ Division OCC for 2015, in the area of Charlottetown. Each dot represents the location of an individual call for service, and nearby calls for service are collected into larger “bubbles” indicating the total number of calls in that area.

Note the volume of calls for service in the communities of Cornwall and Stratford, incidents in nearby town centres and villages, and on the highways and major routes into the city. The lack of data for Charlottetown⁶⁵ is indicated by the void in the centre area of the map. A small number of incidents within Charlottetown are the result of RCMP members becoming involved in incidents within the city. The nine incidents in the central area of the city represent incidents for which the RCMP’s CAD system could not determine the geolocation of the caller. RCMP headquarters is used as a default location for these non-geocoded incidents, as the actual location of the incident was not originally known at the time of the 911 or non-emergency call.

⁶⁵ This issue is addressed later in the Report

PEI RCMP total workload data from CIIDS**Summary of 10,417 crimes and incidents for 2014, in descending order**⁶⁶

| Description | Number of Incidents |
|---------------------------------|---------------------|
| Traffic offence | 2537 |
| Alarms | 1476 |
| Police assist | 1325 |
| Abandoned 911/hang up | 1108 |
| Motor vehicle collision | 1006 |
| Theft - all types | 670 |
| Suspicious person/vehicle/other | 602 |
| Mischief | 471 |
| Disturbance public /residence | 416 |
| Domestic dispute | 385 |
| Suicide attempt / threat | 289 |
| B&E business/residence/other | 269 |
| Fire | 269 |
| Assault | 253 |
| Dispute - family | 216 |
| Mental health | 197 |
| Animal complaint | 170 |
| Traffic hazard | 160 |
| Threats / uttering threats | 154 |
| Sudden death | 140 |
| Liquor offences | 126 |
| Harassment | 115 |
| Missing person | 114 |
| Off road vehicle act (ATV) | 113 |
| Property lost/found | 99 |
| Unwanted person | 92 |
| Drug offences | 75 |
| Fraud | 68 |
| Breach court order | 66 |
| Unlawfully at large | 62 |
| Firearms act | 61 |
| Abandoned vehicle | 61 |
| Child welfare | 59 |
| Dispute - neighbor | 54 |
| Municipal by-law | 41 |
| Trespassing | 30 |
| Weapons offence | 23 |
| Marine | 21 |
| Shoplifter | 15 |
| Duplicate occurrence | 12 |
| Indecent acts | 11 |
| Property check | 10 |
| Sexual Assault | 9 |
| Hazardous material | 9 |
| Abduction | 6 |
| Stalking/criminal harassment | 5 |
| Possession property / stolen | 5 |
| Compassionate to locate | 4 |
| Explosives | 3 |
| Insecure premise | 2 |
| Wildlife Act | 1 |

⁶⁶ Note that the total of the above numbers will be greater than the overall 2014 total, due to multiple units responding to some incidents

Summary of 12,369 crimes and incidents for 2015, in descending order⁶⁷

| Description | Number of Incidents |
|---------------------------------|---------------------|
| Traffic offence | 3189 |
| Alarms | 1993 |
| Police assist | 1489 |
| Motor vehicle collision | 1276 |
| Abandoned 911/hang up | 1254 |
| Suspicious person/vehicle/other | 781 |
| Theft – all types | 651 |
| Mischief | 605 |
| Disturbance public /residence | 536 |
| Domestic dispute | 407 |
| Suicide attempt / threat | 386 |
| Fire | 320 |
| B&E business/residence/other | 307 |
| Assault | 284 |
| Dispute - family | 281 |
| Mental health | 206 |
| Threats / uttering threats | 194 |
| Animal complaint | 181 |
| Sudden death | 165 |
| Traffic hazard | 157 |
| Liquor offences | 144 |
| Off road vehicle act (ATV) | 139 |
| Property lost/found | 108 |
| Harassment | 105 |
| Firearms act | 103 |
| Missing person | 103 |
| Breach court order | 101 |
| Dispute - neighbor | 80 |
| Abandoned vehicle | 64 |
| Drug offences | 63 |
| Child welfare | 63 |
| Municipal by-law | 61 |
| Fraud | 59 |
| Trespassing | 52 |
| Unwanted person | 27 |
| Unlawfully at large | 26 |
| Sexual Assault | 25 |
| Weapons offence | 22 |
| Shoplifter | 21 |
| Marine | 13 |
| Abduction | 18 |
| Duplicate occurrence | 12 |
| Property check | 12 |
| Hazardous material | 9 |
| Explosives | 7 |
| Indecent acts | 7 |
| Possession property / stolen | 7 |
| Stalking/criminal harassment | 7 |
| Insecure premise | 5 |
| Compassionate to locate | 5 |
| Hostage taking | 4 |
| Other federal | 2 |
| Wildlife Act | 2 |
| Counterfeit | 2 |
| Home invasion | 2 |
| Aircraft incident | 1 |
| Bomb threat | 1 |

⁶⁷ Note that the total of the above numbers will be greater than the overall 2015 total, due to multiple units responding to some incidents

Kensington traffic related workload data⁶⁸

2014

| Incident | Occurrences |
|------------------------------------|-------------|
| Impaired driving | 17 |
| Motor Vehicle Collisions | 23 |
| Other traffic violation | 7 |
| Speeding or other moving violation | 24 |
| Traffic violations | 415 |
| Total | 486 |

2015

| Incident | Occurrences |
|------------------------------------|-------------|
| Dangerous driving | 2 |
| Driving whilst disqualified | 2 |
| Hit and run | 6 |
| Impaired driving | 25 |
| Motor Vehicle Collisions | 13 |
| Speeding or other moving violation | 27 |
| Traffic violations | 67 |
| Total | 142 |

Summerside traffic related workload data⁶⁹

2014

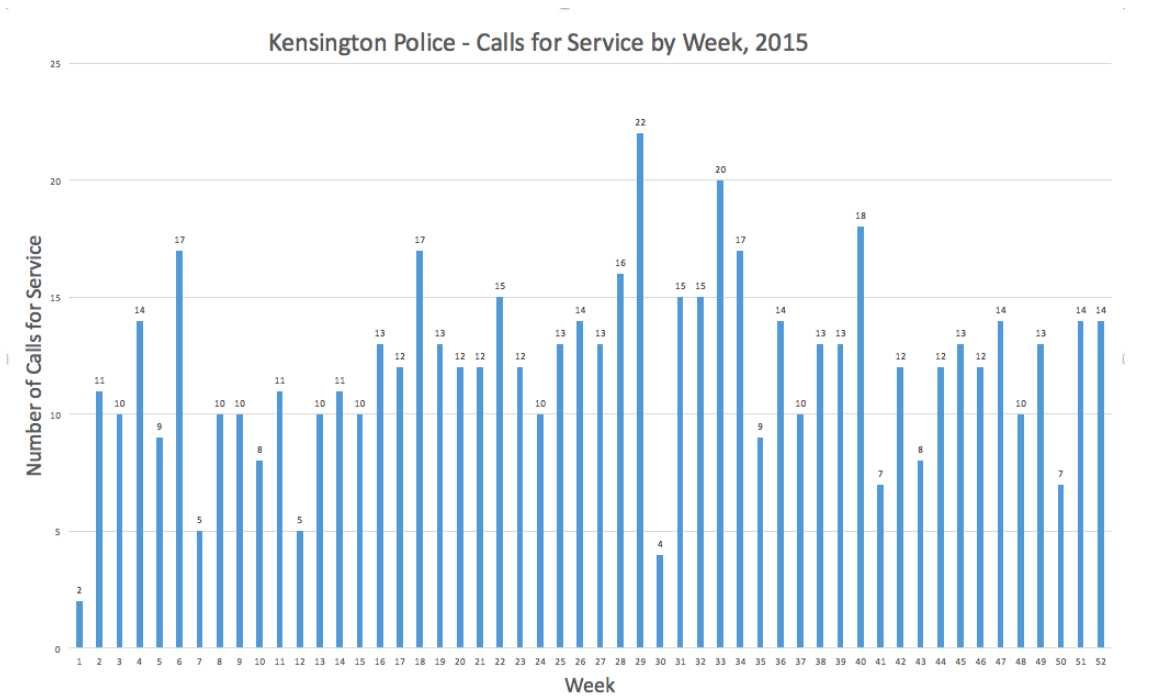
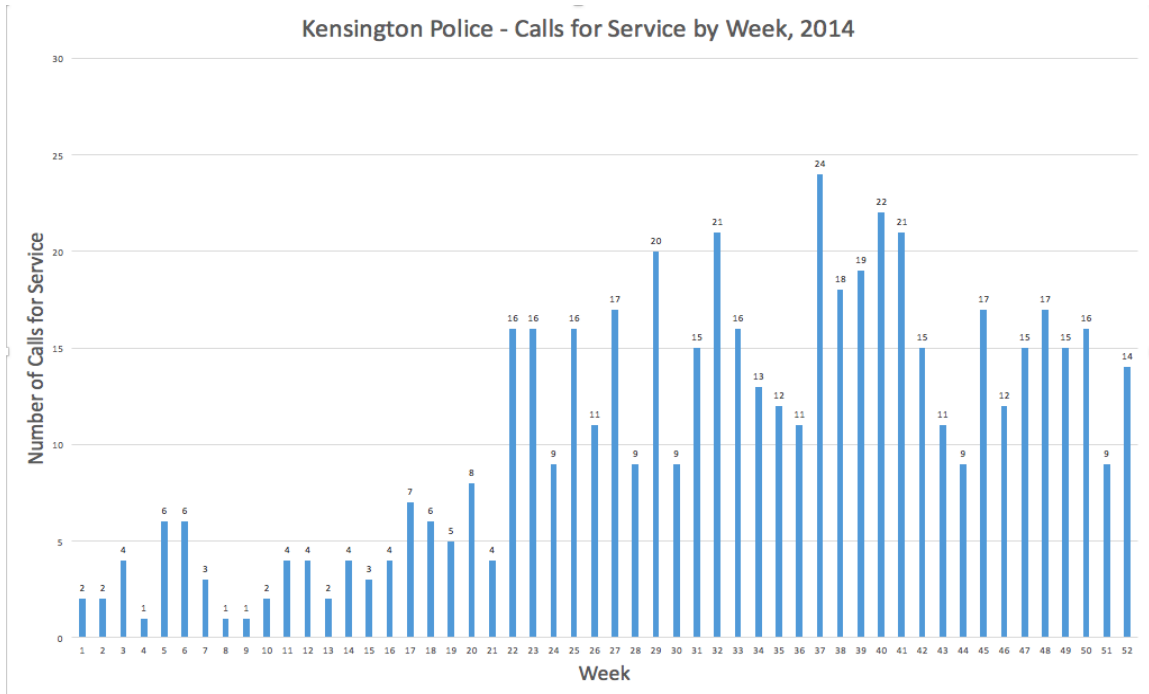
| Incident | Occurrences |
|--|-------------|
| Impaired driving | 138 |
| Speeding/other violation | 34 |
| Traffic violation | 228 |
| Non-moving traffic violation | 84 |
| Driving while suspended | 5 |
| Motor Vehicle Collisions injuries | 31 |
| Motor Vehicle Collisions non-reportable | 99 |
| Motor Vehicle Collisions reportable, no injuries | 74 |
| Total | 693 |

2015

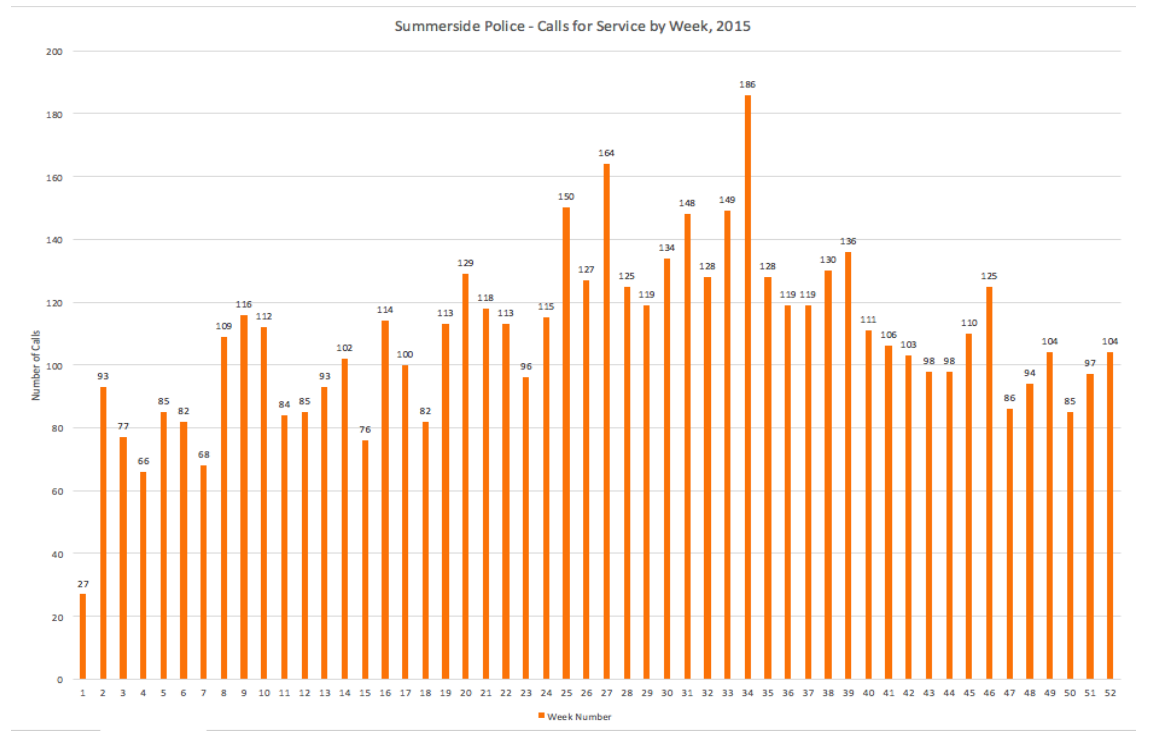
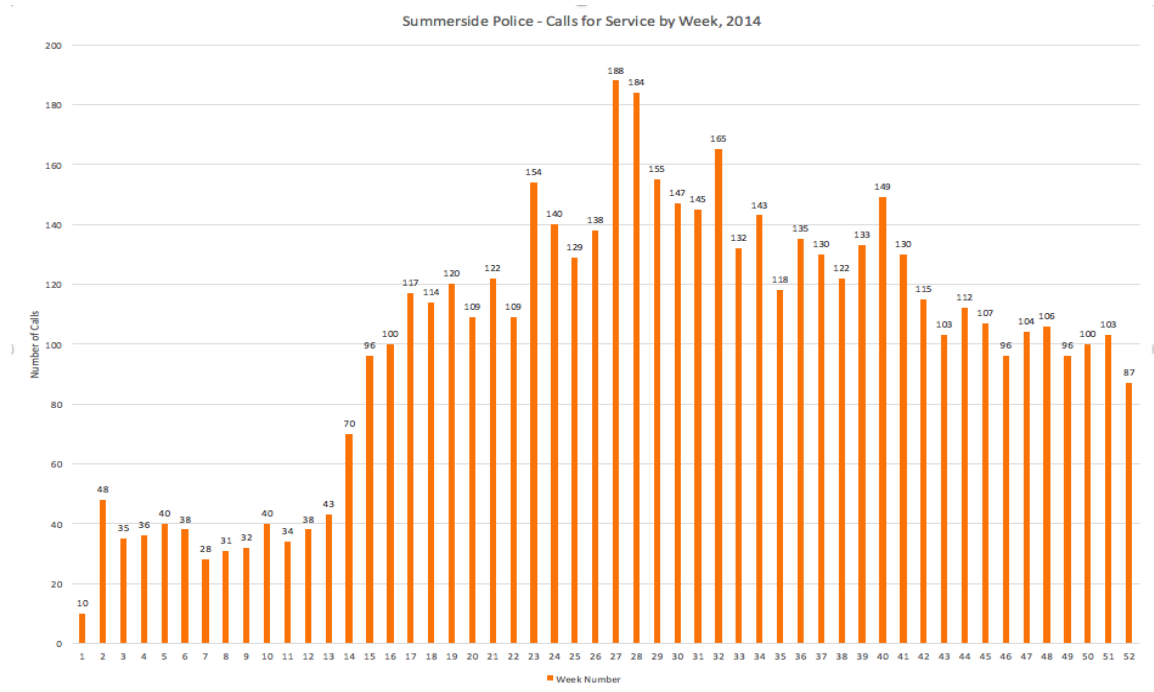
| Incident | Occurrences |
|--|-------------|
| Driving while disqualified | 51 |
| Hit and run | 60 |
| Impaired and fail to provide sample | 163 |
| Speeding/other violation | 34 |
| Police pursuit | 5 |
| Traffic violation | 229 |
| Non-moving traffic violation | 71 |
| Motor Vehicle Collisions injuries | 28 |
| Motor Vehicle Collisions non-reportable | 144 |
| Motor Vehicle Collisions reportable, no injuries | 99 |
| Total | 884 |

⁶⁸ Developed from PROS spreadsheet supplied by KPS, see comments Chap 4, re: recording/reporting⁶⁹ Developed from PROS spreadsheet supplied by SPS, see comments Chap 4, re: recording/reporting

Kensington Police



Summerside Police Workload by Week 2014 and 2015



The histograms, for Kensington and Summerside, demonstrate a relatively light call load with some weeks experiencing extremely low calls for service. As expected, with tourist traffic and better weather calls increase during the summer months.

4.3 Socio-demographics and Specific Attributes of the Province

A number of theories have been offered to explain criminal activity. Some of these theories focus on individual characteristics, such as family background, while others focus on environmental characteristics such as the type and nature of opportunities available to those who live in particular communities. The data available for this analysis (Statistics Canada) focuses on the latter – more structural aspects of urban centres that may play a role in supporting or undermining the prevalence of criminal activity. Rather than measure individual characteristics of particular perpetrators (and victims), the factors focused on in this analysis describe characteristics of environments.

The types of variables usually examined in reference to criminal activity are:

- Population density
- Population growth
- Age proportions and median ages
- Residential structure and presence of schools
- Family structure

4.3.1 The National Operational Resources Model (NORM)⁷⁰ Analysis

NORM provides a model to predict crime rates and costs of policing which can be compared to the actual rate and costs. The model cannot include all the variables and factors which may influence crime rates, but it can be used to identify significant issues - and hence potential policing needs.

In order to predict the crime rate and costs of policing, in the past *perivale + taylor* conducted reviews of demographic information to consider the criminogenic factors (age, education, place of residence) and to consider how demographic variables might affect how crime occurs and how it is reported, compared, and viewed and the subsequent impact upon workloads and, later, revised deployment strategies.

⁷⁰ National Operational Resources Model (NORM) analysis: regression models of policing resources and crime rates. Copyright © Perivale and Taylor Consulting Inc.1996

Given that the dataset usually include 40 or more census metropolitan areas (CMAs) the NORM analysis which has been conducted in previous *perivale + taylor* reviews would be unreliable in the PEI context.

Rather than a city focus, in PEI this analysis would need to have a provincial focus and draw on a relatively stable population base and societal demographic. In PEI, the provincial population varies significantly throughout the year due to tourism and seasonal variations, with corresponding variations in the crime rate. This makes a statistically valid NORM analysis problematic.

A NORM analysis requires valid comparators: other communities with similar population and similar geographic distribution, with stable (or at least similar) variations in population and crime. The *Review* was unable to find sufficient comparator regions in Statistics Canada's census database.

PEI's population is small, and the widely-distributed nature of the population along with factors such as the varying population due to tourist activity, is not a suitable foundation for NORM calculations. Given the geography and population distribution it is not possible to find a sufficient number of comparative jurisdictions upon which to base any comparative analysis for NORM purposes.

4.3.2 Demographics and policing

The following summarizes likely influences of demographics on policing. In 1975 the median age in PEI was 26.3; by 2015 this had risen to 43.7. The increase in median age bodes well for the Island concerning crime as, from previous work; the age group 15-25 creates higher workload for police.

This change in median age correlates with the increase in persons aged 65 and over. In 2015 the number was 27,180, and is projected to increase to 37,105 by 2025. The female population will continue to outnumber male, reaching a maximum difference of 7,466 more females than males by 2025.

However, males, particularly those between 15-25 years, and more particularly the unemployed, are more problematic from the policing perspective. The problem is exacerbated by employment and unemployment in major heavy industries, such as the oil fields. Such issues do not unduly impact PEI.

The number of children under 15 years old has declined by approximately 10,000 from 1975 to 2015. In 2015, this age group totalled 23,252, up slightly from 23,156 in 2014. For police, this projection is likely to influence the need for school and youth related programs.

The level of immigration from outside Canada to PEI peaked at 2,609 in 2010-11. More than three quarters of those immigrants were younger than 45. Immigration gave PEI the highest population growth rate in Atlantic Canada in the last decade. As an ethnic group, Chinese Islanders have increased from insignificant numbers to being the most prominent visible minority on the Island. About 5% of people living in Atlantic Canada were born in another country. The Canadian average is 22 per cent.⁷¹ Increase in immigrants to PEI from outside Canada will necessitate greater cultural awareness in policing including recruitment.

4.4 Literature Review

A growing number of stakeholders within international, national, provincial or state, and municipal jurisdictions are assessing public services in the 21st century. Trends such as globalization, changing demographics and the information revolution, amongst others, have changed the nature and expectations of public service.

In Canada, public perceptions of governmental services have been reported as having become too politicized, hierarchical, and process-orientated, yet despite this, Canadians are generally satisfied with public sector performance and service delivery. Citizens do, however, seek improvements in their government in relation to truth and transparency, provision of services that are knowledgeable, helpful, and results-oriented, and for these outcomes to be demonstrable.

There are a numerous internal and external challenges with respect to the policing in Canada generally, and PEI policing specifically. New models of policing must take place within the context of situational, social, political and economic considerations which necessitates the increased use of policing networks which can leverage resources distributed throughout the province.

Literature is clear that there continues to be a need to strengthen community services and intra-governmental governance frameworks which will strengthen any model of policing service delivery, and community safety and crime prevention strategies. The complete literature review can be found in Appendix 4.4, a separate document.

⁷¹ CBC, June 15, 2015

4.5 Findings

PEI has a relatively low crime rate compared with other jurisdictions. Similarly, the rate of crimes per officer is relatively low. There are clusters of workload activity around the transportation routes and principal centres. However, the absence of a comprehensive data base prevents meaningful analysis as a foundation for planning and assessment of outcomes.

The make-up of the population impacts the type and volume of police work. It also impacts administrative issues such as recruitment, promotions and community programming. The PEI population has not been subject to the radical changes in demographics experienced in other jurisdictions. However, planning processes should remain cognisant of demographic changes.

A combination of new technologies, increased threats to communities, and need for efficient, effective and accountable services combine to prompt consideration of alternatives to the current, largely technologically and operationally, fragmented process of policing in PEI.

The demography and culture in PEI, with its value of knowledge of neighbours and the intimacy of 'small town' living, does not abrogate a need for a more integrated, mutually supportive and technology based supports between police agencies.

There must be oversight of crime prevention, community safety, and policing such that policing strategies are harmonized and effective, whilst being accountable to the public.

5 Technology

5.1 Introduction

Effective policing and public safety services are dependent upon the timely collection and broad dissemination of information. Workload data analysis is an essential factor in short-term tactical deployment and strategic long-term planning

Information sharing is critical at the earliest stages of investigations where essential evidence is collected, and also in the longer term where this information will form the basis of coordinated investigations. Shared information also supports prosecutions.

Targeted analyses permit the identification of suspects; 'hotspots' for specific police attention; and detection of developing crime trends, and provides the foundation for deployment of personnel. Analyses assist the police in developing a coordinated response to calls for service.

5.2 Technology Standards

For all police systems, the use of standard storage, database, networking, and communication technologies will reduce support costs, simplify group procurement, support interoperability, and maximize the availability of replacement software and hardware components. Police applications should take advantage of globally-accepted standards.⁷² Such standards are mature, comprehensive and likely support more functionality than police agencies require.

For example, it is not logical for a police agency to work to develop a new radio protocol, a new type of database, or a new networking standard. Current operating standards support millions of users, thousands of companies, and numerous governments. It is highly unlikely that a police agency's requirements are so different that they cannot be met by current technological standards.

These standards are well-developed and comprehensive; they support encryption and the exchange of sensitive information. Police systems should leverage standards that are in use commercially and globally on the Internet.

⁷² For example, TCP/IP networking; the SQL database standard; P25 digital radio; Windows or OSX operating systems

5.3 Public Safety Technology PEI

5.3.1 911 Telecommunications⁷³

The Public Safety Access Point (PSAP)⁷⁴ for PEI is operated by Medacom Atlantic (Medacom). The PSAP receives incoming calls for service and redirects them to police, fire, or ambulance for the relevant jurisdiction. In the case of calls for police service, the call is rerouted to the OCC of the applicable police agency.

Medacom also provides dispatch services for rural volunteer fire departments, public works, and the provincial Conservation Officer program. Medacom's call receipt/dispatch software includes support for multi-response incidents⁷⁵ and is able to prioritize the need for police, fire, and/or ambulance, depending on the primary nature of the call. The highest priority service for the incident will receive the 911 caller, and Medacom will handle the secondary and tertiary service notifications.

Calls for the RCMP and KPS are transferred to 'L' Division OCC⁷⁶; those for SPS and CPS are downstreamed to the respective agency. Both SPS and CPS maintain OCCs at their respective headquarters buildings. Depending on the nature of the calls, UPEI incidents may be routed to CPS then to UPEI SPO.

Automatic name and location information (ANI/ALI, essentially subscriber information for each 911 call) data is received at the Medacom PSAP and verified by call taking staff before the call is down-streamed. Medacom transfers the caller and waits on the line for the appropriate police OCC to come on the line.

ANI/ALI information is transferred electronically to the target communications centre where it is displayed to the OCC call taker. The RCMP CAD system also ingests this caller information and uses it, with the current date and time, to create an incident number and generate a new call for service.

Automatic location service for 911 calls from cellular telephones is provided along with geolocation of callers (triangulation of callers based on cellular tower signal strength information,

⁷³ The operational aspects of 911 and the call for service intake process are discussed in Chapter 3

⁷⁴ Answering point for 911 and some non-emergency calls

⁷⁵ For example, a motor vehicle collision may require ambulance, police, and fire response

⁷⁶ RCMP assumed responsibility for answering 911 and dispatching police for the Kensington Police starting on March 1st 2016

or use of smart phone GPS data). This information is transferred automatically with the caller to the downstream OCC; the geolocation information is translated to latitude and longitude coordinates.

Not all centres are equipped to utilize this enhanced 911 information. The RCMP's CAD system accepts caller latitude and longitude information from Medacom and uses it with the ANI/ALI information received from the telephone company to pre-populate data fields in each new CAD incident. As RCMP patrol vehicles are equipped with laptop computers, RCMP members will have access to this geolocation information on their screens when they are dispatched to the incident. Electronic dispatch from CIIDS transfers all incident details to RCMP police units through the secure wireless network.

While they are now dispatched by the 'L' Division OCC, KPS vehicles are not equipped with mobile devices. All incident information, including any location information must be relayed to KPS members over voice radio.

CPS and SPS do not utilize an operational CAD system. While ANI/ALI information is downstreamed to the SPS and CPS OCCs, this information is simply displayed for the OCC call taker on a dispatch workstation. Lacking mobile laptops, the incident details and location information must be relayed to officers in the field using voice radio.

CPS patrol vehicles have mobile devices installed and they can communicate unit status changes back to the CPS OCC. For example, CPS officers may change their status to "available", "en route" or "on scene" through an application running on their mobile laptops. This status information is transmitted for the convenience of the CPS dispatcher only; without a CAD system, the 911 data do not form part of an electronic police incident record.

Medacom is equipped to receive location updates ("location rebid") as cellular 911 callers change location (for example, a 911 call is received from a person driving or walking), but currently this service is only available at the Medacom PSAP. This location rebid notification service may be extended to downstream OCCs in the near future.⁷⁷

Medacom can perform reverse lookup on landline-based 911 callers to determine the number's current physical location, but this service is not available to the downstream OCCs in-house.

⁷⁷ No definitive date available.

Should, for example, a call for service be received directly at an Island police service OCC (bypassing Medacom), OCC staff will not have access to the name and location of the caller.⁷⁸

The capability of utilizing SMS (“texting”) to contact 911 (typically a service used by citizens hard of hearing) is not yet available in PEI, but Medacom management hopes to have it available for all provincial OCCs in Q3, 2016.

In partnership with the Province, plans are underway to support additional public safety 911 technologies such as “Enhanced 911” with improvements in determining the location of cellular 911 callers.

Medacom also serves as the answering point for non-emergency calls for service from the public for all three emergency services. These calls are typically forwarded to agencies’ non-emergency telephone lines, or to management in other services (for example, the Conservation Officer Service) through service-specific on-call procedures. In some cases, if the target service has radio communication facilities (for example, Public Works), then Medacom dispatchers will contact the appropriate personnel via the provincial P25 digital radio system.

Medacom represents a nexus for both the 911 system and the province-wide P25 radio system.⁷⁹ It is also a nexus for technical and operational staff and the operational response process for police, fire, and ambulance. As such, the Medacom facility is part of the province’s critical infrastructure, and loss of the facility would cripple emergency response throughout the province.

Medacom’s emergency plan utilizes the OCC at the CPS as a backup 911 centre. Should the Medacom main facility be disabled, CPS can assume control of 911 calls while Medacom staff relocate to a small back-up centre within the CPS OCC. This backup procedure, and activation of the CPS backup centre facility, is tested periodically.

Damage to the province’s 911 telephone trunk lines or to the control points of the P25 radio system could result in total failure of the 911 service or the digital radio system. Recovery would require a well-coordinated emergency response between Medacom, provincial technical staff, and telecom service providers.

⁷⁸ The OCC may have the caller’s telephone number. Staff will then be able to contact Medacom for the reverse lookup. Medacom can use telephone company services to translate the telephone number to a subscriber name and location, and then relay this information to the OCC. This may cause significant delay in the caller receiving police assistance.

⁷⁹ The P25 system is described later in the report.

This represents a vulnerability that needs to be addressed through a risk management assessment. Security standards need to recognize the critical importance of the Medacom facility both as an operational facility and a nexus of technical equipment, and ensure that appropriate safeguards and back-up systems are in place for both operational and technical failures.

The RCMP 'L' Division OCC is interoperable with the Divisional RCMP OCCs in New Brunswick and Nova Scotia. In the event of the 'L' Division OCC ceasing to function, the OCC functions may be transferred to a back-up RCMP OCC in New Brunswick or Nova Scotia. CPS and KPS OCCs have no equivalent backup capabilities.

5.3.2 Computer-Assisted Dispatch (CAD)

A modern CAD system provides certified interfaces to CPIC/CNI⁸⁰ and other police systems such as PROS and the national Police Information Portal (PIP), as well as provincial motor vehicle records systems. These interfaces function in real time to give call takers, dispatchers, and officers in the field access to information relevant to their calls for service.

CAD data are used in subsequent follow-up investigations. Administratively, a modern CAD system will also provide comprehensive statistical reports on calls for service and officer and agency activities. These reports can be used to document operational performance, identify crime trends, to enable analyses of geographic and temporal incident patterns, response times, travel times, and police resources deployed to incidents, and to support decision making within the police agency.

In an ideal policing model, all agencies would employ an integrated, or interoperable CAD system. All police agencies would be aware of other agencies' calls for service.

CAD improves the efficiency of police dispatch and incident response through the use of systems which capture caller information and incident details as they are relayed by the caller to the police. This information may then be immediately communicated electronically to field units. Modern CAD systems will also advise OCC staff and officers in the field of "flagged" addresses⁸¹, and of return calls to a particular address, as these can affect public and officer safety. The system will

⁸⁰ CNI is the national Criminal Name Index system; it stores criminal records. CPIC is the Canadian Police Information Centre is the central police database where Canada's law enforcement agencies can access information on a number of matters

⁸¹ Addresses with known hazards or other special factors/needs

automatically correlate incidents and notify officers and staff, thus improving police service levels and increasing officer safety.

The only operational police CAD system within the province is run by the RCMP. RCMP 'L' Division recently introduced CIIDS 9 (CAD), the latest version of the RCMP's national CAD system. CIIDS⁸² is interfaced to the RCMP's national records management system, PROS.

CIIDS 9 is also used for dispatching KPS through the 'L' Division OCC. KPS is not equipped with mobile workstations, so although calls for service are tracked through CAD, dispatches take place over voice radio, and KPS officers are required to produce paper record call-detail information manually.

Similarly, SPS and CPS do not have operational CAD systems. They rely on voice dispatch and manual recording of incident details by police officers in the field.

CPS field units are dispatched from an OCC at CPS headquarters. Call taking and dispatch duties in the OCC are combined with the operation of the department's radio system. CPS police vehicles are equipped with laptop computers, but they cannot be used to receive calls for service or provide full CAD functionality.

5.3.3 Records Management System (RMS)

A police records management system serves as a repository for all of an agency's incident and investigative information. The RMS is an organization's key resource for record keeping, reporting, investigation, and effective policing. An ideal police force will possess a mature RMS that serves both the operational needs of officers and investigators, and that can meet the agency's administrative and strategic requirements.

Integrated RMS systems in multiple police jurisdictions contribute to the solving of cases on a regional basis because all incident and investigative information is shared between participating police agencies. This integration breaks down silos by supporting multi-jurisdictional information sharing. Offenders operating in multiple jurisdictions may be identified, as may be regional and provincial crime trends. Several mature RMS systems exist, and two major RMS vendors are utilized for the majority of police departments across Canada.⁸³

⁸² CIIDS *Computerized Integrated Information Dispatch System*

⁸³ "Versadex" from the Ottawa-based firm Versaterm, and "PROS" from the Winnipeg-based firm Niche.

Paper-based police records systems are ineffective in permitting timely access to police and public safety information. Paper-based systems are also, for practical purposes, unsearchable. RMS systems also improve officer safety through increased situational awareness as, in conjunction with CAD systems, offenders' previous contacts with police are known and provided in real-time to responding officers.

Additionally, with a modern RMS system, all incident details become searchable by follow-up investigators in all jurisdictions. In practice, this invariably identifies offenders through common *modus operandi* and generates case linkages that assist investigators in solving crime. Police in other jurisdictions can identify offenders, and correlate crime across municipal boundaries, through implementation of electronic RMS systems.

CAD and RMS systems need to support standard data formats that maximize the ability of these systems to share and exchange information with systems from other vendors or from other agencies. These systems must also support standards for legislated statistical reporting, such as the federal Canadian requirements for crime reporting developed by the Canadian Centre for Justice Statistics (CCJS).⁸⁴

As a national RCMP standard, the PROS⁸⁵ RMS supports full information sharing and intelligence and administrative reporting for those agencies using the system, and to a limited extent, for sharing information with other police services via the Police Information Portal⁸⁶ (PIP). PROS users include the RCMP (except for the RCMP detachments in British Columbia), and several Canadian municipal police forces.

Other Canadian police forces such as those in British Columbia utilize Versadex, a mature RMS product that supports multi-jurisdictional policing.⁸⁷ A smaller number of RMS systems from other vendors are in use elsewhere in Canada.

⁸⁴ Juristat provides detailed statistics and analysis on a variety of topics and issues concerning Canada's justice system. Annual Juristat are produced in the following areas: crime statistics, homicide, impaired driving, justice system resources and expenditures, youth court statistics, youth custody and probation and corrections statistics. Additional Juristat are also produced each year on current topics of interest to the justice community. Found at <http://publications.gc.ca/site/eng/9.504737/publication.html>

⁸⁵ *Police Reporting Occurrence System*.

⁸⁶ The PIP is hosted in Ottawa and used to link participating agencies' incident records together. Participating agencies publish a subset of their records to the PIP. A PIP query resulting in a "hit" provides the user with this data subset and directs the investigator to an agency contact for follow-up. The PIP is similar to a "Google" for police records.

⁸⁷ All police agencies in British Columbia are mandated to use the provincial Versadex RMS system, PRIME-BC (Police Records Information Management Environment).

All police forces contribute to the PIP, and this system serves as a nexus for Canadian police (and some other enforcement agencies) information sharing.

PROS serves as a single point of data entry for storing and accessing complete police occurrence information. Capable of adapting to future technologies, it will also be able to meet evolving policing needs. PROS is designed to improve information sharing and system integration among criminal justice community partners. A key integrating system, PROS is a building block of the Canada Public Safety Information Network (CPSIN), a national network of partners mandated to improve electronic information exchange within the criminal justice and law enforcement communities.⁸⁸ Nationally, the RCMP, including 'L' Division use PROS as their RMS.⁸⁹

Civilian staff at SPD manually enter incident data into PROS from officers' paper reports after each call for service has been completed. This is necessary because the department does not have a CAD system to automatically upload incident conclusion details into PROS.

KPS staff populate PROS indirectly, as their dispatching is performed using CIIDS by the RCMP OCC. When the 'L' Division dispatcher closes each KPS call for service, the incident details in CIIDS will automatically pre-populate a corresponding PROS RMS record. While KPS members still receive their dispatch details via voice radio (they have no mobile devices) and complete paper reports, the manual data-entry of each paper incident report into PROS by KPS staff will be more efficient because the basic incident information (caller name, location, incident type, incident disposition) will already have been automatically pre-populated in PROS.

In Charlottetown, CPS has deployed a stand-alone criminal intelligence system, OSCID⁹⁰ that is presumed, in time, will be able to serve as the agency's RMS.⁹¹ OSCID is an immature product; it provides minimal records management system capabilities, and CPS incident reporting is still completed on paper.

⁸⁸ Government of Canada found at <http://www.btb.termiumplus.gc.ca/tpv2alpha/alpha-eng.html?lang=eng&i=1&index=alt&srchtxt=POLICE%20REPORTING%20OCCURRENCE%20SYSTEM>

⁸⁹ There are two exceptions: in BC the Police Act mandates PRIME (Police Records Integrated Management Environment) as the RMS and CAD for all police agencies in the province; and in Halifax Regional Municipality a similar system (Versaterm) is used by the Halifax Regional Police and the Halifax District RCMP

⁹⁰ Occurrence and Serious Crime Investigative Database

⁹¹ The functionality and objectives of a criminal intelligence system are significantly different than those of an organizational records management system. OSCID was designed as a criminal intelligence database, not as an RMS.

CPS uses OSCID for intelligence gathering and managing unit status changes in the field, but a recent *Minister's Directive* requiring integration of police records⁹² directs CPS to use PROS to record police incident information. As a result, dual data entry of paper incident reports is required to both OSCID and the PROS record management application.

OSCID does not have a CPIC or PROS interface, nor any other certified interfaces. All requests for CPIC/CNI or other queries must be processed through voice communication by the two police dispatchers at CPS headquarters. CPS members may, however, query the standalone OSCID system from their mobile laptops. Members in the field may also query driver's license and vehicle registration from Highway Safety, but this functionality is provided via a provincial web-based interface, not through the OSCID system itself.

Other police agencies on the Island have been given demonstrations of OSCID's capabilities, and although connectivity to OSCID is reportedly available throughout the province, uptake on this option has been negligible.

OSCID does not generate the extensive operational and administrative statistical reports normally associated with a mature records management system. Operational or administrative inquiries in Charlottetown must be answered through manual search of paper records, or by querying that subset of incident information which is maintained electronically on the OSCID platform and on the PROS system by CPS.

Charlottetown is home to the greatest volume of crime and offenders on the Island. Access to the police incident data gathered on paper by CPS would enhance the ability of Island analytical units such as CISPEI⁹³ to correlate and solve crime. Criminal trends and offenders could be identified sooner, improving public safety.

The UPEI Security Police utilizes manual incident reporting which generates paper reports, and only those reports requesting charges are hand delivered to the Charlottetown Police Service. CPS performs manual entry of these reports into PROS. Other, sometimes criminal, reports are not disseminated to the RCMP or CPS, and are kept as paper-based reports on site at the UPEI. UPEI represents a potentially significant gap in provincial awareness of offenders and crime trends.

⁹² Minister's Directive Pursuant to Section 3(3)(e) of the *Police Act* found at <http://www.gov.pe.ca/photos/original/PoliceActMD3v1.pdf><http://www.gov.pe.ca/photos/original/PoliceActMD3v1.pdf>

⁹³ Criminal Intelligence Service for PEI. A joint-forces operation with the mandate of identifying criminal activity and crime trends for all police agencies in the province.

5.3.4 Radio Telecommunications

Flexible and interoperable radio communication systems are critical to safe and effective police response. Modern digital radio systems greatly increase the efficiency of radio spectrum usage, and are able to provide many more “talk groups” (channels) than their analog predecessors.⁹⁴

When digital radio was first introduced, the technology was so complex that interception of police communications by non-authorized parties was highly unlikely. With technological development however, interception equipment is now available for under \$100 and unencrypted digital “trunked radio” can be monitored on a laptop computer.

The use of digital radio permits encryption to be used on all or select talk groups. This improves security, protects police operations from being monitored, and complies with protection of privacy legislation.

Digital radio systems support interoperability allowing police officers to communicate with each other and with other emergency services workers, throughout a region or province, but also inter-provincially or even nationally. Dispatch centres and system control points can likewise “float” throughout the system, providing mutual back-up in the event of a major event, natural disaster or other emergency.

The RCMP, SPS, KPS, and Conservation Officers utilize the PEI provincial radio system. The radio system is digital in format, and implements the common ‘P25’ standard. The radio system is modern, includes numerous configurable ‘talk groups’ (the modern equivalent of ‘channels’), and supports encrypted communications to protect the privacy of police communications.

All RCMP radios are encrypted in accordance with federal communications security standards⁹⁵, and the RCMP radios’ security encryption keys are changed monthly. All RCMP talk groups are secure from monitoring by the public or by non-encrypted users.

Currently, SPS, KPS, and Conservation Officers also use encryption for their talk groups, but utilize a separate set of encryption keys that differ from those of the RCMP. KPS, SPS, and Conservation Officers cannot communicate directly on RCMP talk groups due to lack of suitable

⁹⁴ Digital radio uses the radio spectrum more efficiently. Older, analog radio “channels” consumed radio spectrum whether the channel was being used or not. New digital technology increases spectrum capacity by an order of magnitude or more, creating “virtual” channels called “talk groups”.

⁹⁵ Standards are defined by the federal Communication Security Establishment (CSE) and referenced in their guideline “ITSG-33”, see <https://www.cse-cst.gc.ca/en/publication/itsg-33>

departmental security standards.⁹⁶ KPS, SPS, and Conservation Officers do not maintain nationally-recognized security clearances, and this deficiency precludes interoperability of agency radios with those of the RCMP due to RCMP security policy. Adoption of standard, federally-recognized clearances by all police personnel on the Island would allow the use of shared encryption keys, simplifying inter-agency radio communications.

The University of PEI Security Police Officer program has a standalone radio system, not integrated with the provincial P25 digital radio service.

CPS has a standalone digital radio system based on Motorola “Turbo” technology⁹⁷, but this radio system operates separately from the provincial P25 radio system. Therefore, officers at the largest municipal police service in the province cannot communicate with their colleagues at the RCMP, SPS, KPS, or UPEI Police. This is significant due to the demonstrated volume of calls for service in all areas surrounding Charlottetown.⁹⁸

Lack of radio system interoperability in CPS is inefficient and represents a safety risk to officers and to the public. While “Turbo” supports three levels of encryption (two proprietary specifications from Motorola, and one open standard called “AES”), it is unclear whether CPS’ deployment utilizes this technology.

Deployment of radio bridging technology (at a cost of approximately \$25,000) would allow CPS to interoperate with the police agencies in the province.

An alternative to deployment of a radio system bridging device would be to direct CPS to adopt use of the provincial digital radio system: this would ensure interoperability for all police staff, including OCCs, and eliminate this communications silo.

Given the complexity of digital radio systems, training is an important aspect. It was unclear whether standardized training in the use of the P25 system, and its complex capabilities, has been conducted for all OCC staff and police officers.

⁹⁶ RCMP security policy precludes sharing of radio system encryption keys with non-cleared personnel. This is logical given the sensitive nature of police radio communications.

⁹⁷ Called MOTOTRBO, see http://www.motorolasolutions.com/en_us/products/two-way-radios/mototrbo.html.

⁹⁸ See map 3 above. Note that no call for service statistics were available from CPS. This “black hole” effect does not support strategic or operational planning and represents a significant unknown for the Charlottetown region of the Island.

5.3.5 Traffic Collision Reporting

Drivers involved in motor vehicle collisions where property damage is estimated to exceed \$2000 are required to report to police in accordance with Section 232(3) of the *Highway Safety Act*. Collision reporting is currently processed through paper reports at one of the eight police facilities on the Island.⁹⁹ In 2014, there were 1,913 claims following motor vehicle collisions in PEI. Insurers paid \$47.6 million in auto claims to repair vehicles and to cover medical treatment for Islanders following collisions.¹⁰⁰

In 2015, the PEI government introduced Direct Compensation Property Damage intended to bring a more timely settlement for select claims. However, in the course of the *Review*, the current process has been described as slow, labour intensive, and prone to error. These factors delay the claim process for Islanders as deductibles cannot be waived and claims settled until a collision report is received and reviewed by insurers.

A more efficient and effective process would be an on-line reporting facility, where traffic collisions are reported directly and securely to the Highway Safety Division. The advantages of on-line reporting include:

- One-time data entry, eliminating the need for interpretation and transcription of hand-written reports. These reports are often written by members of the public inexperienced in such matters; hence the reports are hard to read and sometimes subjective;
- Quality assurance at the input point; the electronic system can verify the validity of input, errors will be identified by the system and invalid reports not accepted
- Immediate information flow to the Highway Safety Division
- Timely access to reports by the insurance industry
- For those collisions investigated by police, the police CIIDS CAD is already linked to the Highway Safety database.

For Islanders without personal access to the Internet, kiosks or iPads could be made available at public facilities such as police stations, Highway Safety Offices, and Access PEI offices¹⁰¹.

⁹⁹ Charlottetown PD, Charlottetown (Queens RCMP), Kensington PD, Montague RCMP, Rosebank (West Prince RCMP), Souris RCMP, Summerside PD, Summerside (East Prince)

¹⁰⁰ Insurance Bureau of Canada, correspondence, 25.05.2016

¹⁰¹ Found at <http://www.gov.pe.ca/accesspei/> Alberton, Charlottetown, Montague, O'Leary, Souris, Summerside, Tignish, Wellington

5.3.6 Electronic Traffic Tickets

5.5.6.1 Background

In 2009, the Lévis Police Service¹⁰² piloted a program to issue and process tickets electronically. This initiative, which uses an electronic database and electronic instruments to issue tickets, was fully implemented in early 2011.

PEI could develop a similar approach, integrating electronic traffic ticketing to existing (and proposed) CAD and RMS systems.

The main objectives of this initiative would be to improve the efficiency of ticketing by the police services. This would reduce errors, delays, and rejected tickets. It would increase police officers' efficiency and facilitate access to information on highway and traffic offences in PEI.

The electronic system has had additional benefits:

- The Lévis Police Service has used the electronic database to conduct research on highway and traffic code violations;
- Electronic ticketing has eliminated data input errors and handwritten tickets that are unreadable or difficult to read;
- Data is transmitted more quickly to the municipal courts
- Citizens have benefitted from easy access to electronic payment methods

An internal evaluation found that this initiative met its objectives. Officers now use the electronic process 98% of the time, virtually eliminating manual ticketing. The number of tickets issued has increased by 50% since implementation, with no additional personnel needed.

In terms of efficiencies in human resources, this initiative has reduced administrative personnel costs, increased the number of officers available to process complaints related to tickets, and reduced the number of erroneous tickets and the need for time-consuming follow-ups.

This initiative cost approximately \$200,000 for software and equipment and required about 2000 person-hours for technology development, implementation, and training.¹⁰³

¹⁰² Lévis is a city in eastern Quebec with a population of approximately 140,000

¹⁰³ Public Safety Canada found at <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/ndx/snpss-en.aspx?n=6>

Modern CAD systems in Canada and the US already support electronic ticketing. In many agencies, electronic ticketing is accompanied by bar code or electronic stripe readers that allow the offender's driver's license to be scanned, and electronic ticket fields automatically populated.

In British Columbia, a provincial road safety initiative is underway with the goal of deploying electronic ticketing. This initiative is a partnership between the province, police agencies, and the provincial Insurance Corporation of BC.¹⁰⁴ The goals of the project include:

- Reducing collisions caused by impaired driving, speeding, intersection violations, using electronic hand held devices, and not using proper restraints (such as seatbelts, child car seats, and booster seats)
- Lowering the rate of auto crime
- Addressing emerging road safety enforcement issues
- Promoting public awareness

5.3.6.2 Process

The process to establish enhanced traffic collision reporting and electronic traffic ticketing would require detailed consultation with police, Crown, the provincial government, insurance industry representatives, and road/traffic safety representatives from other provinces in order to develop a comprehensive requirements document.

¹⁰⁴ <http://www2.gov.bc.ca/gov/content/justice/criminal-justice/policing-in-bc/road-safety-auto-crime>

5.3.7 Security Standards and Policies

Security policy ensures the security of the public's personal information, police agencies' operational and administrative information, and retains control of that information as it is shared by police officers through interoperable CAD, RMS and telecommunication systems.

Every police agency must be responsible for the security of information that it collects and develops in the interest of public safety. This must be reflected in an agency security policy, and related schedules and standards which direct implementation of the security policy.

The RCMP has a comprehensive security policy for physical, personnel, and telecommunications security that is based on federal standards, based on the federal Communications Security Establishment (CSE) guideline ITSG-33, which addresses all aspects of IT security.

All RCMP staff (civilian and sworn) are required to have valid federal security clearances which are renewed periodically based on the level of each clearance.

CPS, SPS, and KPS were not able to produce any security policy documentation. While all staff are subject to criminal and pre-employment background checks, they do not obtain recognized federal clearances except when engaged with RCMP on Joint Forces Operations.

5.3.8 Protection of Privacy

The PEI *Freedom of Information and Protection of Privacy Act Regulations*¹⁰⁵ do not define police departments as 'public bodies'.

The Act

35. The head of a public body shall protect personal information by making reasonable security arrangements against such risks as unauthorized access, collection, use, disclosure, disposal or destruction.

Section 1, in this Act

(i) "personal information" means recorded information about an identifiable individual, including

(i) the individual's name, home or business address or home or business telephone number,

(ii) the individual's race, national or ethnic origin, colour or religious or political beliefs or associations,

(iii) the individual's age, sex, marital status or family status,

(iv) an identifying number, symbol or other particular assigned to the individual,

¹⁰⁵ Found at <http://www.gov.pe.ca/law/regulations/pdf/F&15-01G.pdf>

- (v) the individual's fingerprints, blood type or inheritable characteristics,*
- (vi) information about the individual's health and health care history, including information about a physical or mental disability,*
- (vii) information about the individual's educational, financial, employment or criminal history, including criminal records where a pardon has been given,*
- (viii) anyone else's opinions about the individual, and*
- (ix) the individual's personal views or opinions, except if they are about someone else;*

It is notable that the underlined portions of the section are typically the personal information that is routinely broadcast in radio calls to police field units. The Island's P25 digital radio system supports encryption; RCMP, SPD, and KPS members' use of the system with encryption keys meets federal security standards and ensures that the public's personal information is protected.

It was unclear in the *Review* whether CPS' "Turbo" private radio system has implemented encryption for their radio traffic. Non-encrypted use of "Turbo" would enable public access to this personal information. As the holder of private and sensitive information, especially in small communities where individuals are well known, all police agencies should ensure the public's trust in their ability to protect information is justified.

The effects of un-encrypted police radio communications have been the subject of news stories:

An Ontario-led Canada-wide police initiative is insisting that the federal government introduce legislation to shut down the online streaming of police radio communications by individuals, now involving a proliferation of listeners fueled by phone apps, and to prevent media rebroadcasts. Police say they have been left with no choice but to demand legislation after efforts to discuss their concerns were rebuffed by senior management at media outlets, particularly in the Toronto area.¹⁰⁶

In recent weeks, concerns had been raised about the posting of personal information from police radio calls on certain FaceBook groups. The invitation-only Hardcore Scanner Action (HSA) group in Fredericton allows members to post detailed information from scanner calls, including the names and addresses of alleged victims and those being investigated or accused of crimes.

Canada's Radiocommunication Act states that "no person shall intercept and make use of, or intercept and divulge, any radiocommunication, except as permitted by the originator or intended recipient of the communication or the person intended by the originator of the communication to receive it."

In the case of an individual, a conviction can lead to a fine of up to \$25,000, and/or up to a year in jail. Industry Canada says the rules apply even when the information shared is in an invitation-only group.

¹⁰⁶ Blue Line Magazine 2012 found at http://blueline.ca/articles/police_calling_for_end_to_police_radio_rebroadcasts

A CBC News story last month highlighted one such case, where a Fredericton woman complained that she and her boyfriend were named on the HSA page following a police call for a domestic incident. The call did not result in any criminal charges.¹⁰⁷

Section 3.2.10 of this report describes where some telephone survey respondents gave *fear of exposure through the media* as a reason for not calling the police concerning family violence.

5.4 Findings

The lack of integrated communication systems between bordering police services is perpetuated through information 'silos': telecommunications, dispatch and records management systems, and processes which are not accessible to other police agencies; and a lack of interoperable radio and telephone systems. Such silos do not support public or officer safety, or effective and efficient policing.

Offenders are mobile and commonly commit crime in several police jurisdictions. Separate investigations will occur and incident reports filed, but currently this information may never be correlated.

The situation is especially acute in and around Charlottetown where three police agencies (CPS, UPEI, and the RCMP in surrounding municipalities) have no integrated or interoperable telecommunication or data systems.¹⁰⁸ If a serious, multi-agency or multi-jurisdictional incident was to occur in or close to Charlottetown, direct communication is not possible between the three agencies or field personnel. All agencies should adopt use of the existing provincial digital P25 radio system.

Municipal police agencies in PEI still dispatch manually¹⁰⁹ and officers write the details in a notebook. Dispatch records are realistically not searchable. Operational statistics are not available and it was problematic in the *Review* to determine the profile of the workload and police-related incidents in the three police municipal departments' areas.

Public safety technology must be strategically led to ensure an effective and efficient - and interoperable - process for the Island. Security policies and proper project planning would ensure that future systems are developed professionally and in the public interest, that they meet

¹⁰⁷ CBC News found at <http://www.cbc.ca/news/canada/new-brunswick/fredericton-first-in-n-b-to-encrypt-police-service-calls-1.3479138>

¹⁰⁸ Charlottetown PD, University Security Police, RCMP Queens Detachment

¹⁰⁹ Kensington Police are on the RCMP's CIIDS system as of March 1st 2016, but patrol officers have no mobile devices, so incident information is still received manually

industry and legal standards, and that they provide administrative, statistical, and operational value.

Standard federal security clearances for all police staff will assist with telecommunications integration and information sharing, and will improve working relationships, as all officers will be eligible for joint forces operations.

Notwithstanding the *Freedom of Information and Protection of Privacy Act Regulations* do not define police departments as 'public bodies', it will be prudent to ensure all radio systems are encrypted.

6 Crime Prevention & Policing Priority Setting

6.1 Policing and Crime Prevention Priorities

6.1.1 Current Practices

Under the RCMP PPSA Article 6.1, *The Provincial Minister will set the objectives, priorities, and goals of the Provincial Police Service.* Article 7 describes the reporting relationship between the Commanding Officer and the Minister.

An example is found in the 2014 *Government of Prince Edward Island Submission to RCMP Balanced Score Card Planning*, 'L' Division Policing Priorities and Service Issues for 2014, the most recent such letter to the RCMP from the Minister.¹¹⁰

The Province of Prince Edward Island has identified the following policing priorities for the RCMP for the year 2014:

- 1. To continue efforts to reduce the availability of non-prescribed prescription drugs and illicit drugs, and to continue to collaborate with the Department of Health and Wellness and other partners in this work.*
- 2. To enhance the safety of highway users with a focus on the prevention of impaired and inattentive driving.*
- 3. To continue to work with all PEI police services and partners (e.g., provincial Conservation Officers) collaboratively using intelligence-led policing as a model of best practice.*

And further that attention is directed:

- 1. To ensure officers are appropriately trained in procedures related to victim services, child sexual abuse, other sexual abuse, and domestic violence intervention.*
- 2. To ensure officers are appropriately trained in procedures relating to the investigation of alcohol/drug related motor collisions, including the provisions of the provincial Highway Traffic Act.*
- 3. To support community efforts to address crime and victimization.*

RCMP policing priorities originate from three sources.

- National priorities
- Divisional priorities - i.e. Island
- Local/detachment priorities

The RCMP detachments use formal processes for consultation with the communities to determine local priorities.

¹¹⁰ Also included are highway safety, court administration, youth, family violence, Aboriginal justice, assistance to victims, fishing industry, technology and crime, off-road vehicles and property damage

There is no legislated process under the *Police Act* for determining the priorities for the municipal police departments.

6.1.2 Province-wide Mechanism for Determining and updating Policing Priorities

The provincial RCMP priorities concept above should be extended to all police agencies through a *Minister's Directive* and/or direction to the Commanding Officer to ensure a consistent approach to public safety issues.

The annual process would involve:

- consideration of the RCMP National Policing Priorities
- examination of the previous year's priorities' implementation
 - modification
 - continuance
 - removal
- consultation and input from stakeholders
 - Deputy Ministers
 - Directors - Justice and Public Safety
 - Commanding Officer
 - Chief Constables
 - Senior Conservation Officer
 - Police Commissioner
 - Crown Counsel
 - Federation of Municipalities
 - COR and Hub agencies
 - Highway Safety
 - other suitable stakeholders as identified such as federal enforcement agencies (Parks Canada wardens, CBSA, Fisheries Enforcement)
- draft priorities developed
 - draft forwarded to directly affected organizations for feedback on validity and feasibility
- Minister approves Priorities

Every third year a valid and reliable telephone survey (replicating the *Review* telephone survey) should be conducted to consult with a representative sample of Islanders. This secondary process will ensure the stakeholders are fully informed of Islanders' views.

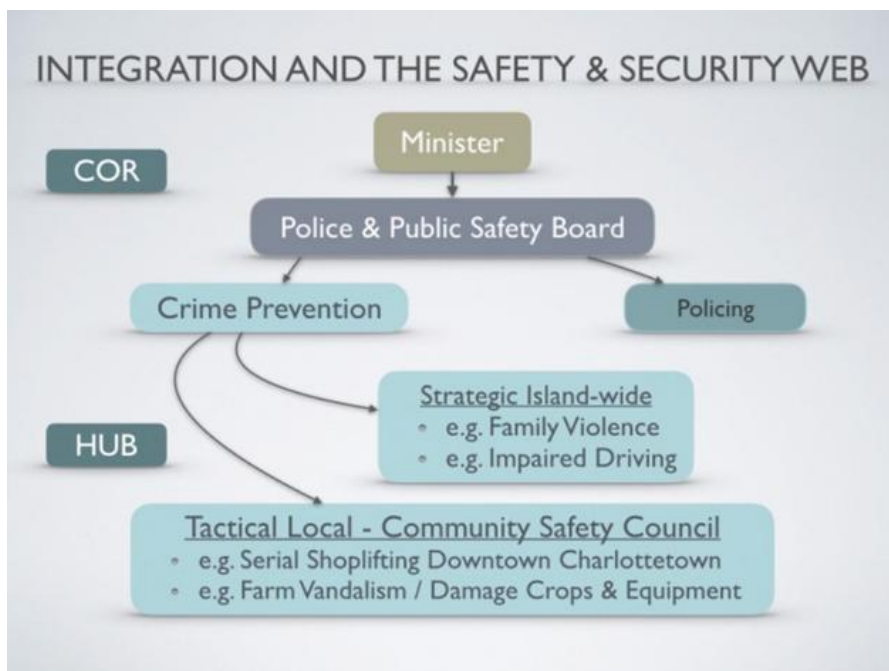
6.1.3 Local Priorities

Local priorities which are not included in the Island-wide priorities may be established after consultation with local stakeholders. The RCMP has a process in place which will continue. The municipal Chief Constables will be responsible for developing an appropriate consultative process for local priorities.

6.1.4 Crime Prevention

Crime prevention priorities will inevitably be linked to the identified policing priorities. The decision to initiate crime prevention programs must be evidence-based, and the evaluation based on outcomes.

The most sensible strategy to pursue is one that recognizes that all crime prevention strategies have their strengths and weaknesses. A comprehensive strategy should include prevention programs that involve cooperation among different levels of government and other agencies and groups that can contribute to the solution; that are targeted to areas where they are most needed; that use a broad range of prevention approaches tailored to the specific needs of the communities; that draw upon programs that have been shown to be effective in other places; and, that give the community a meaningful role in prevention.¹¹¹



¹¹¹ Linden, R. (2007). Situational crime prevention: Its role in comprehensive prevention initiatives. *IPC Review*, 1, 139-159.

Evidence-based crime prevention was defined as

“programs and practices that are proven to be effective through sound research methodology and have produced consistently positive patterns of results”¹¹²

Many crime prevention initiatives are volunteer-based, but it is essential for their credibility and integrity that the police or police board have some measure of oversight or governance.

6.2 The Police Role

During the consultation, the question was raised of whether there are tasks the police are performing which would be better done another way or by other agencies, and also are there any tasks the police should take on. They are described below.

6.2.1 School Crossing Guards

It was the view that, although an important task, this is inappropriate and uneconomic for the public police to perform. This view was strongly reflected in the telephone and web surveys.

6.2.2 The Police and Prosecution and Court Nexus

It was reported that there is uncertainty concerning the responsibility, accountability, and costs associated with the effective and efficient prosecution process.

The issues identified included:

- witness management
- witness costs and travel
- witness support
- quality assurance of cases
- the format of electronic evidence

It would be advantageous for a joint agency task force to examine these issues and develop appropriate policy, accompanied by recommended resources and budget.

¹¹² Welsh, Brandon C. (2007) Evidence-Based Crime Prevention: The Scientific Basis, Trends, and Results, with Implications for Canada, Final Report, Prepared for the National Crime Prevention Centre, Department of Public Safety and Emergency Preparedness Canada

6.2.3 Conservation Officers

Conservation Officers perform a law enforcement function and fill a critical niche in the province's environmental responsibilities. The focus of their duties is the enforcement of legislation related to the natural environment. Several years ago, the Conservation Officer duties expanded to encompass environmental regulation and legislation. Then, as of 2016, these 'environmental' based functions have been moved to a new function within the Ministry of Communities, Land and Environment, Environmental Protection Officers.

In the course of the *Review*, it was proposed that the Conservation Officers should become part of a police agency. The Conservation Officers would become a unit within the agency, similar to Traffic or Forensics. The specific organization would be dependent upon the policing model selected by the Ministry at the close of the *Review*.

Integration of the Conservation Officers into proactive information sharing with police and other law enforcement personnel is consistent with the collaborative police networking in the Canadian context, and requires minimal resource commitment with significant prevention results. Other studies confirm this trend towards an information driven work environment, demonstrating that Conservation Officers should now employ practices such as crime and offender profiling; geographical (GIS) and spatial regulation; linkage analysis; next event forecasting, and a variety of investigative techniques typically policing-specific.¹¹³

Although this suggestion has merits, the specific function and skills of the Officers suggest that Conservation Officers should remain a separate function. However, given the renewed focus upon the enforcement role, the Conservation Officers should revert to their status, previous to the 2009 changes, as special provincial constables under the *Police Act*. This is addressed in a parallel report.¹¹⁴

¹¹³ Eliason, 2008, 2013; Walby and Lippert, 2012; Carter 2013

¹¹⁴ See perivale + taylor Investigation and Enforcement (Conservation Officers) Section Operational Review 2016

6.2.4 Traffic Collision Reporting

Annually, approximately 2500 to 3000 traffic collisions are reported to the police in PEI.¹¹⁵

After any motor vehicle collision involving death, injury, or property damage where the damage to ALL property apparently exceeds \$1000 you must report the collision to the police immediately.¹¹⁶

The majority of collisions do not involve injury or death. Paper collision reports are forwarded to the Highway Safety Division where the information is used

- to build drivers' records
- to identify high-collision area to enable highway re-design to be considered
- for insurance purposes

Given the high cost of vehicle repairs, the \$1000¹¹⁷ damage threshold will result in almost all accidents being reported. In collisions where there is no injury or death and where the police did not attend the collision scene, there is little value-added in having the reports made to the police.

The police role is often, simply, to review the collision reports for completeness and for evidence of an offence having been committed. This is a somewhat fruitless task as reports are made by the two drivers, often with vested interest in the outcome of the report review; the police do not review the collision scene or any physical damage, and reports of the collision may be made to more than one police agency.

Completed reports are forwarded to the Highway Safety Division and it is understood that there are often time delays before the reports are received. The paper reports are then reviewed and the information manually entered to the Division's data system.

This issue is addressed in Chapter 5 Technology with a view to an electronic reporting process.

The entire process is labour intensive - passing through several staff on its journey, slow, and prone to errors, and from the police perspective, has little value added.

¹¹⁵ PEI Highway Safety Division

¹¹⁶ *Chapter 8 PEI Drivers Handbook* Found at <https://issuu.com/govpeca/docs/drivershandbook/190?e=2669289/5315164>

¹¹⁷ See discrepancy, Drivers Handbook vs. Insurance Bureau of Canada

6.2.5 Criminal Record Checks for Off-Island Clients

The need for criminal record checks, especially for persons wishing to work with vulnerable people, has expanded significantly. It was reported that in some jurisdictions such checks comprise the majority of walk-in applications. The most frequent police policy is to provide criminal record checks for persons residing in their jurisdiction, and refer others to the appropriate police agency. Such checks do consume the time of police personnel including supervisory and management staff and are considered a part of the policing goal to facilitate the safety and security of the local community.

The KPS conducts criminal record checks for off-Island clients as revenue generation in 2015 conducting 179,273 such checks with gross revenue of \$370,575. An additional 131 criminal record checks were performed for Kensington area clients, with gross revenue of \$3,268. Against the gross revenue, the salary and benefit costs of four staff, the value of the facilities used, the costs of the IT equipment, and also the supervisory functions will need to be weighed.

Ideally, there should be two forms of criminal record check:

- Those requiring clearance to participate in volunteer service for vulnerable populations should receive a complementary service.
- Those requiring clearance for employment, education or other purposes should be charged or contribute to the cost of the provision of this service.

The limitation of the service should extend to those holding permanent residency within the police jurisdiction.

There are legal requirements for criminal record checks to be conducted by police. The conduct of criminal record check distracts police resources to a commercial activity which is not directly related to the safety and security of the jurisdiction which engages the police service: it is inappropriate for the public police to operate as a private venture to raise funds.

6.3 Role of Private Security in the PEI Safety and Security Web

The cost of policing services in jurisdictions across Canada has led to an increase in the tiering of policing. In many cases, the first tier, a role of general administrative security role or basic patrol in support of police has been assumed by private security companies. In the course of consultations in the *Review*, the concept of expanded use of private security in PEI was proffered.

The private security function currently operates as once did the public police.

*It is becoming increasingly difficult to clearly define the roles and responsibilities of private security and public police. While there remain distinct tasks that are handled solely by one or the other, the task of "policing" and securing society carried out by a network of public police and private security is often overlapping, complimentary and mutually supportive.*¹¹⁸

Mass private properties - privately-owned and operated public spaces¹¹⁹ and specialized functions¹²⁰ have brought private policing into the *public safety web* as an essential partner. In addition, it is common for private security to be engaged to provide security of the public at events such as music festivals, and patrol public places, commonly retail areas or gated communities. These functions bring private security into procedural contact with the public police daily.

*...the growth of the safety and security web. The web comprises an increasing number of non-police organizations — including private security, local health professionals, community and municipal groups, and other government organizations — that now interact with one another and with police in the provision of safety and security.*¹²¹

The PEI *Private Investigators and Security Guards Act*¹²² is silent on standards and training, but requires anyone carrying on the business or practice of providing private investigators or security guards; or acting as a private investigator or security guard, to hold a licence.¹²³ This is similar to the acts in New Brunswick and Nova Scotia, and in contrast to British Columbia (BC) where private security and investigation and related functions are regulated.¹²⁴ The BC Act includes provisions for armoured car guard services, body armour sales, locksmiths, private investigators, security alarm services, security consultants, and security guard services.

*The Vancouver Downtown Business Association sponsors street ambassadors (who are Basic Security Trained and certified) and a loss prevention team (who are BST trained and also trained and licensed as private investigators) who work closely with the Vancouver Police addressing public disorder and serial thefts from businesses.*¹²⁵

¹¹⁸ Law Commission of Canada 2006, found at Statistics Canada <http://www.statcan.gc.ca/pub/85-002-x/2008010/article/10730-eng.htm>

¹¹⁹ Shearing and Stenning 1981; 1983. *The Rise of Mass Private Properties*. [Especially ports, shopping malls, airports, industrial estates, college campuses]

¹²⁰ Loss prevention officers in retail outlets, and specialized crime investigations, especially financial or cyber

¹²¹ Policing Canadianthe21st century: new Policing for new challenges. The Expert Panel on the Future of Canadian Policing Models 2014, page xi, found at http://www.scienceadvice.ca/uploads/eng/assessments%20and%20publications%20and%20news%20releases/policing/policing_fullreporten.pdf

¹²² Found at <http://www.gov.pe.ca/law/statutes/pdf/p-20.pdf>

¹²³ Section 3

¹²⁴ Security Services Act found at http://www.bclaws.ca/civix/document/id/complete/statreg/07030_01

¹²⁵ Interview and found at <https://www.downtownvancouver.net/about/activities-of-the-dvbia/crime-prevention>

Certain PEI security functions, such as port protection, require training and certification which can be attained through the *Canada Standards Bureau Basic Security Training* (BST).¹²⁶ The private security company currently providing service to the Port of Charlottetown trains its staff to this standard.¹²⁷ The Canadian Corps of Commissionaires (Commissionaires) trains staff nationally to this standard.

The Private Security Training (PST) Network provides a range of private security programs, including BST.¹²⁸ The PST Network is a provider of online training resources and services for the private security industry. The PST is an initiative of the Canadian Police Knowledge Network,¹²⁹ a provider of online training for police and law enforcement, expertise.¹³⁰ The costs of the PSTN BST and private investigators' courses for PEI residents are \$300 and \$500 respectively.

The lack of mandatory training and certification of PEI private security functions creates a lack of certainty whether persons performing policing-related functions have the necessary skills, knowledge, and abilities.

This lack of standards and accountability may create challenges in working in a cohesive, integrated, and efficient manner, especially regarding information sharing, with other components of public safety services and the public safety web.

Training and certification for BST (Basic Security Training) are available locally and online through the PST Network.

It would be appropriate for the Minister to introduce mandatory training and certification for BST and other private security functions.

The current federal standard, *Canada Standards Bureau Basic Security Training* (BST) should be used to ensure consistency across the Island and to avoid creating additional legislation.

¹²⁶ *Canadian General Standards Board—CAN/CGSB-133.1-2008*, found at <http://www.tpsgc-pwgsc.gc.ca/ongc-cgsb/programme-program/certification/prog/agents-officers1-eng.html>

¹²⁷ Interview

¹²⁸ Interviews and found at <http://www.pstnetwork.ca/>

¹²⁹ CPKN is a not-for-profit organization and is governed by a volunteer Board of Directors, primarily comprised of senior ranking police professionals from across Canada. It is also endorsed by the Canadian Association of Chiefs of Police. <http://CKPN.ca>

¹³⁰ Interviews and found at <http://pstnetwork.ca/about>

6.4 Shared Services and Joint-forces

Computer-aided Dispatch (CAD) and Records Management Systems (RMS) have been described in Chapter 5, Technology.

6.4.1 CIS PEI

Criminal Intelligence Service Prince Edward Island (CISPEI) is a provincial crime intelligence bureau comprised of police officers, analysts and support staff from Royal Canadian Mounted Police 'L' Division and municipal policing agencies in Prince Edward Island (PEI). It supports information sharing between agencies, enhancing their ability to cultivate and handle sensitive criminal intelligence, specifically in relation to serious and organized crime. CISPEI prepares PEI's Integrated Provincial Threat Assessment report, a "living document" with real-time information. The information is submitted quarterly to Criminal Intelligence Service Canada (CISC). This report is then added to the National Threat Assessment on Organized and Serious Crime in Canada.¹³¹

6.4.2 Drug Teams

Led by RCMP 'L' Division, Summerside PD participates in the joint forces drug unit. Officers are assigned on secondment or on an *ad hoc* basis in support of joint teams. Specialist training is provided prior to assignment, sponsored by the home agency. Personnel in joint teams are required to be cleared to federal security standards.

The *Review* noted that there is no similar initiative in the Charlottetown region involving the RCMP and CPS.

¹³¹ Public Safety Canada found at <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/ndx/snpss-en.aspx?n=484>

6.4.3 Special Purpose Teams

Teams may be established to address specific issues, such as serial *break-and-enter* across jurisdictions. Teams are comprised of RCMP, municipal or Conservation Officers and Parks Canada according to project need. The teams may be longer term, such as the 'Screen Cutter' case related team or short term and somewhat *ad hoc* such as those deployed to address current community issues such as Check Stops for impaired driving or illegal fishing. Team members tend to utilize current skills rather than having to acquire specialist training. As above, personnel in joint teams are required to be cleared to federal security standards, however, this requirement is less likely in such teams where issues such as radio access is not required as part of duties.

6.4.4 Emergency Response Team

The 'L' Division ERT comprises both RCMP and municipal police department members. With minor procedural and protocol differences the RCMP and municipal members are trained to the same level and operate interchangeably. As the teams are highly trained and require specialized equipment and ongoing training, such teams are expensive in terms of equipment and training time. The training requirement detracts from the officer's presence in the community. The CPS has access to an armoured rescue vehicle. In case of need, the RCMP can seek ERT assistance from an adjoining division.

6.4.5 Tactical Troop

The 'L' Division Troop comprises both RCMP and municipal police department members. As above, with minor procedural and protocol differences the RCMP and municipal members are trained to the same level and operate interchangeably. As the teams are highly trained and require specialized equipment and ongoing training, such teams are expensive in terms of equipment and training time. The training requirement detracts from the officer's presence in the community.

6.4.6 RCMP 'L' Division Training

Positions in training programs include both RCMP and municipal police departments. Some joint training is conducted at the Atlantic Police Academy (APA) RCMP, or municipal sites.

6.4.7 Atlantic Police Academy (APA) Holland College

In association with Holland College, the Canadian Centre of Public Safety Excellence offer five programs: Basic Firefighting, Conservation Enforcement, Correctional Officer, Police Science (Cadet), and Sheriff and Public Safety Officer. The Police Academy is one of six national police training academies recognized by the Canadian Association Chiefs of Police (CACAP) and the Canadian Professional Police Association (CPPA). The Police Science (Cadet) Program is 35 weeks in duration, funded by cadet tuition fees, and graduates can then apply for employment in Canadian police agencies.

The Academy enables graduates to utilize their certificate towards credits in a Bachelor of Arts degree, at Holland College, at the University of Prince Edward Island, and the University of Cape Breton.¹³² The Centre also provides Conservation Officer training:, including 12 PEI students from 2011-2015 of a total of 99 students.¹³³

In-service police training includes courses in Basic Enforcement, Investigations, Supervision, Management as well as hard skills training on Judgmental Use of Force, Firearms, Driver training.¹³⁴ The most recent annual police-related in-service training included 215 candidates, 126 of which were from PEI police.¹³⁵

The majority of Maritime police hires are graduates of the APA.¹³⁶ The table below illustrates the comparative hiring ratios of the three provinces. Approximately 50 recruits were scheduled for the 2015 APA Police Science (Cadet) program.

| Maritime Municipal Police Staffing ¹³⁷ | | | |
|---|---------------------|--------------------------|-------|
| Prince Edward Island | 97 | Three police departments | 6.9% |
| Nova Scotia | 863 | Ten PDs ¹³⁸ | 61.8% |
| New Brunswick | 437 | Nine PDs ¹³⁹ | 31.3% |
| | 1397 ¹⁴⁰ | | 100% |

¹³² APA website June 2016

¹³³ APA Conservation Enforcement Student List

¹³⁴ APA Canadian Centre of Public Safety Excellence (CCPSE) Report June 2016

¹³⁵ APA In-Service Training Report April 1 2015 - March 31 2016. Others included Nova Scotia, New Brunswick, and non-police included sheriffs and military. The 2014-2015 report included 75 PEI police, and the 2013-2014 report 26

¹³⁶ *perivale + taylor* interviews previous Maritime reviews and Halifax Police and Charlottetown police websites

¹³⁷ Note: the Royal Newfoundland Constabulary (RNC) trains in St. John's. Found at RNC website <http://www.rnc.gov.nl.ca/careers/training.html>

¹³⁸ Nova Scotia Justice

¹³⁹ New Brunswick Department of Public Safety

¹⁴⁰ Staffing figures from Statistics Canada Police Resources in Canada 2015

6.5 Findings

The police agencies in PEI have introduced several positive examples of joint services. When operating effectively such initiatives provides significant support for community safety along with benefits for the personnel involved. However, there were two overriding issues which prevented the structuring of more joint services, resulting in significant fractures in integrated and efficient and effective services.

Security clearance

The absence of appropriate security policies in municipal agencies means that municipal officers are not cleared to the same level as RCMP personnel. RCMP is subject to national process which requires a greater degree of investigation regarding the background of the applicant. The absence of the in-depth background check for municipal police personnel does not provide the same degree of certainty regarding the degree of risk. This difference impedes access to select RCMP processes such as radio talk groups and participation in joint forces operations. On an *ad hoc* basis in-depth security clearance are conducted where a municipal officer will be working, on assignment, as a member of an RCMP unit. In other jurisdictions, it appears that the differences in level of clearance do not impede joint programs as much as it does in PEI.

Information and operational silos

There is ability amongst the Island agencies to establish a robust process to share intelligence and to conduct joint tactical plans to address community issues. Although some joint initiatives do occur, such as Summerside and Kensington working in unison on projects, the Kensington dispatch being conducted by the RCMP OCC, and Summerside officers working with an RCMP unit, such example as are the exception. In the current policing environment, such strategies should be the norm. The limited degree of information sharing and joint strategies is a consequence of agency silos which prevent participative approaches to community safety. It is silo-centric thinking which exacerbates the absence of cooperation.

Two examples underscore the failure to integrate strategies.

- The OSCID data reporting which is detailed in the Technology chapter highlights the absence of a unified approach to mutual support amongst agencies. The independent OSCID system was initiated even when another largely effective and common system, PROS, was in use.

Charlottetown, being the capital and largest population centre, is likely to house a disproportionate number of persons involved in crime, is likely to be a focus of criminal activity, and is likely to be a thoroughway for persons who are involved in crime. Ergo, the sharing of information with all agencies is important to Charlottetown policing. The CPS is dependent upon intelligence from other agencies just as they are dependent upon Charlottetown data. OSCID does not facilitate intelligence sharing.

The decision by CPS not to adopt the P25 radio system offered by the Province is another example of a failure to recognize the value of shared systems and processes.

- Secondly, it was reported to the *Review* that a series of break-ins was identified by the analysts at CIS PEI as likely being committed by the same individual. The break-ins had a very specific *Modus Operandi*. The break-ins were occurring in RCMP jurisdictions, contiguous on both sides of Charlottetown. The CPS was invited to join the investigating team. CPS declined believing that the break-ins were not occurring within the City; notwithstanding the offenders would pass through Charlottetown, therefore they would accrue benefit from participating. The break-ins continued and when they began to occur within the city, CPS requested to participate in the team.

The absence of integration of process and activities is not only a consequence of the inability of technology to address the need. Neither is it reluctance on the part of field personnel who frequently provide mutual support at incidents. Interviews conducted in the course of the *Review* suggest that a silo-centric attitude permeates the management philosophy of some agencies. Community safety on the Island suffers from a lack of a common strategic agenda amongst police agencies.

The Atlantic Police Academy

The role of the APA will be affected by the police organizational model. In the Integrated models the APA would continue to provide graduates for local hire, albeit a small percentage of the Maritime police hires. In the contracted RCMP territorial model, the recruit training would be diminished by approximately 7%, based on the maritime municipal police staffing levels above.

With an increasing need to ensure parallel operational protocols between municipal and RCMP services, there will be an expanded need to provide joint training opportunities. It was apparent in the course of the *Review* that with some minor protocol exceptions, joint training standards are feasible for use in joint training of municipal and RCMP officers. The reduction in the need for travel off-Island will result in reduced time spent on travel for training and lower associated cost, especially for police personnel in Summerside and the west region of the Island. In addition, given that a recurring theme in the review related to time away from assignment, more on Island training will result in less time away from the detachments and departments.

If a policing model is implemented which involves municipal services, there will be a role of the APA in the recruitment, selection and processing of cadets and the training of supervisory and management personnel. In such a case, it may be advantageous for the APA to consider the use of an assessment centre method to facilitate a quality supervisory and management selection process.

To ensure, for the future, that all police officers engaged in PEI meet the federal standard for clearance, it would be advantageous if a requirement for acceptance as a cadet at the APA is security clearance to the required level.

7 Governance and Accountability

7.1 Principles

Police are unique in a democracy in that they are authorized to intervene with the public and use lawful coercive force.¹⁴¹ Consequently, the accountability and independence of the police require a fine balance.

The structure of civilian governance for police services seeks to ensure that, on one hand, the police remain sufficiently independent in their responsibility for operational matters within their jurisdiction, while, on the other hand, being suitably accountable to representative civilian authorities (e.g. Police Services Boards) for their overall adequacy and effectiveness.¹⁴²

7.2 RCMP Provincial Police

Section 8 of *the Police Act*

The Lieutenant Governor in Council may, from time to time, enter into an agreement or agreements with the Government of Canada for the use or employment of the Royal Canadian Mounted Police for the policing of the province or any part of the province.

The governance and accountability for the RCMP provincial police is addressed through the *Provincial Police Services Agreement* (2012) between the Government of Canada and the Government of the Province of Prince Edward Island.

Article 6.0 of the Agreement prescribes the management of the Provincial Police Service.

- 6.1 *The Provincial Minister will set the objectives, priorities, and goals of the Provincial Police Service*
- 6.2 *The internal management of the Provincial Police Service, including its administration and the determination and application of professional police standards and procedures, will remain under the control of Canada.*
- 6.3 *The Provincial Minister will determine, in consultation with the Commissioner, the level of policing service provided by the Provincial Police Service.*

Article 7.0 describes the reporting relationship between the Commanding Officer and the Provincial Minister.

- 7.1 *For the purposes of this Agreement, the Commanding Officer will act under the direction of the Provincial Minister in aiding the administration of justice in the Province and in carrying into effect the laws in force therein.*

¹⁴¹ Klockars, Carl. 'The Idea of Police' 1982

¹⁴² The above quote was included in a background paper prepared in advance of a police summit hosted by the Ontario Ministry of the Solicitor General and Correctional Services in 1996

7.3 RCMP Municipal Police

Policing services are provided under *Municipal Police Services Agreements* to the municipalities of Stratford and Cornwall. It is common across Canada for RCMP Detachments to provide services for a number of small municipalities. The *Agreement* specifies the number of FTE officers reflecting the pro-rated workload and the municipalities pay the per-officer cost.¹⁴³

A common misperception of this arrangement is that a municipality perceives that a certain number of officers will work in the municipality, whereas in reality the detachment's resources are deployed as required throughout the detachment area. This is a source of frustration for contracting municipalities.

7.4 RCMP Policing Extended Service Agreements

There are six *Extended Service Agreements* (ESAs) between the Government of Province and local municipalities for 'additional' police services - that is, over and above the 'at large' policing received through the provincial policing.

The terms of the *Agreements* specify that:

The Government shall provide policing services to the Municipality equivalent to that of one member of the RCMP during a normal year.

There is general uncertainty on how this is interpreted in practice, and also on how the 'extended services' are quantified. There is the perception that 'the officer' subject of the ESA will be in the municipality as the 'town police'. This is also a source of frustration for contracting municipalities.

7.5 Community Tripartite Agreements

There are two such Agreements, between First Nation Councils represented by the Chiefs, and Canada, and the Province of PEI. The terms of the Agreements include:

*... the RCMP will assign one RCMP member who will devote 100% of their regular working hours to the policing needs of the First Nation; and
Except when they are utilized to provide policing services that are not related to the policing needs of the First Nation in the case of an emergency, a special or major event, the RCMP Members shall spend the majority of their time within the First Nation community.*

¹⁴³ An assessment of policing needs of a municipality is conducted using the RCMP Police Resourcing Methodology (PRM). Then, a calculation is made on the proportion of the workload and the number of RCMP officers required.

There was strong support for the concept CTAs and the officers involved. However, the absence of suitable backfilling when the assigned Member was away for an extended period is the source of frustration for the contracting parties.

7.6 Municipal Police

Municipal police departments are affected by a number of Provincial Acts:

The *Municipalities Act* states:

30. *The council of a town or village set out in Schedule 1 may provide*
(j) police protection and law enforcement

The *Charlottetown Area Municipalities Act* and the *City of Summerside Act* prescribe accountability as follows:

21. *The council may provide*
(j) police protection, discipline of police officers, and all matters relating to law enforcement;
- 23.(1) *The council may employ such staff or officers as are necessary for the provision of administrative and other services provided by the city.*
(2) The officers and staff referred to in subsection (1) shall be responsible to and report to the chief administrative officer.

The *Police Act* prescribes different responsibilities and accountabilities:

10. (1) *The chief officer of a police department shall*
(a) appoint the police officers of the police department;
(b) appoint the civilian employees of the police department; and
(c) subject to the Code and to any collective agreement binding on the members of the police department, promote, discipline, including suspend or dismiss, or reinstate such officers and employees.
- (8) *The police departments shall act under the direction of the Minister*

This bifurcated accountability results in a compromised status for both the City authorities and the Province. Without clear delineation, neither is answerable to or accountable for the actions of the Chief of Police and, by extension, the police service.

7.7 UPEI Security Police

The UPEI Security Services Manager reports to the Director of Facilities Management. The Security Services (UPEISS) include ten security police officers (full- and part-time) and eight security attendants (full- and part-time). The security police officers provide 24/7 deployment and are led by a Corporal.

The PEI *Police Act*¹⁴⁴ defines a “security police officer” as a person who is appointed as a security police officer under subsection 46.

(1) *The Minister may*

(a) *appoint persons as security police officers; and*

(b) *attach conditions to the appointment of a security police officer, including ones that*

(i) *establish the territorial jurisdiction and duties of the security police officer, and*

(ii) *impose restrictions on the powers and authority of the security police officer*

(9) *Subject to the conditions attached to his or her appointment, a security police officer is a peace officer and has*

(a) *all of the powers, authority, privileges, rights and immunities of a peace officer and constable under the common law, the Criminal Code (Canada) and any other federal or provincial enactment; and*

(b) *the power and authority to enforce and to act under every enactment of the province.*

Over and above identifying the appropriate model for delivering UPEI policing services, there is the additional concern about the appropriateness of a corporate police agency as a mandate for what is nominally a police service. In Canada, private policing is no longer merely a subject for philosophical debate. In Ontario, private security companies have been invited to bid for the right to provide municipal police services.¹⁴⁵ For many years, Alcan operated a private police force in Kitimat, British Columbia.¹⁴⁶ In the early 1990s, BC Transit operated a security service as the BC Transit Police.¹⁴⁷ The Vancouver Port Corporation sponsored the Vancouver Detachment of Ports Canada Police.¹⁴⁸ In 1997, the Ports Police was dissolved and the responsibilities assumed by the police of jurisdiction, including Saint John NB.¹⁴⁹ Upon review, each of these agencies was found to have irresolvable conflict between the need to both serve the public interest, and to serve the needs of the sponsoring corporation.

Mr. Justice Wally Oppal discusses this conflict of interest in the final report of the *Commission of Inquiry into Policing in British Columbia*.¹⁵⁰ Justice Oppal characterized the granting of Special Constable authority to private industry and government agencies as “franchising” of law

¹⁴⁴ Section 1 (x)

¹⁴⁵ McLean's Magazine, January 12, 1998

¹⁴⁶ Alcan Security personnel were appointed as Special Provincial Constables for the purpose of providing police services. The program was cancelled in 1992

¹⁴⁷ The authority to call itself a police agency was revoked in 1992 following an audit by the BC Police Commission

¹⁴⁸ A 1996 Police Subcommittee review of policing at BC's lower mainland ports expressed the following concern: "The professionalism of Ports Canada Police has been undermined by corporate policies. The Vancouver detachment has been directed more by corporate goals than by public safety concerns. It is critical that port police be an independent police agency, free from corporate influence."

¹⁴⁹ One of the *perivale + taylor* project team reorganized the Vancouver Port policing model in 1997

¹⁵⁰ Policing in British Columbia Commission of Inquiry Final Report, 1994

enforcement responsibilities. Justice Oppal cautioned the Province to consider the issue carefully.¹⁵¹

The challenges faced by public police are increasingly complex. In addition to policing traditional neighbourhoods and business environments, public police are also challenged to meet the demand to provide front line policing in an increasing number of privately owned and/or controlled public places, *mass private properties*.¹⁵²

*It is becoming increasingly difficult to clearly define the roles and responsibilities of private security and public police. While there remain distinct tasks that are handled solely by one or the other, the task of "policing" and securing society carried out by a network of public police and private security is often overlapping, complimentary and mutually supportive.*¹⁵³

The UPEI is one example of a mass private property, special-needs environment. Other examples include airports, seaports, hospital complexes, and major shopping malls.

The University's specialized policing and security needs cannot be considered in isolation of other contiguous policing environments that overlap and complement the campus services. As well, the University's corporate-based policing and security must be considered in light of the public safety web, as well as the debate surrounding corporate vs. public control of police services.

The UPEISS radio system is not interoperable or integrated with the Charlottetown Police nor the RCMP. Currently, in the event of an 'active shooter' or other major emergency event on campus, three police services would respond, none of which could communicate directly with the others.

The UPEISS records management is paper based and not integrated with Charlottetown Police data systems. Only reports resulting in charges are forwarded to Charlottetown Police. The remaining reports are filed with the UPEISS but are not recorded in city, provincial, nor Canadian Centre for Justice Statistics (CCJS) of Statistics Canada.

Unlike campus police services in Ontario, the UPEI security police do not report to a public board, but to a corporate interest. In Ontario, a Special Constable under the *Police Services Act* must be appointed by a Board, which is a municipal police services Board. In all cases, agreements are formed between the local police services and the university, which outline procedures for the appointment, training, and oversight of Special Constables.¹⁵⁴

¹⁵¹ One of the *perivale + taylor* project team co-managed the Oppal Commission

¹⁵² Shearing and Stenning 1981; 1983

¹⁵³ Law Commission of Canada, 2006

¹⁵⁴ Rigakos, G. Ontario Association of College and University Security Administrators. *Campus Special Constables in Ontario*

7.8 Policing Standards to Ensure Cohesion and Integration

The Minister has issued a number of policing Directives and Protocols in regard to policing:

Directives:

- Appointments
- Appointments of Security Police Officers and Extra-Jurisdictional Police Officers
- Assistance to Victims of Crime
- Criminal Record Checks
- Identification Cards
- Charlottetown Police Services - PROS/OSCID
- Annual Training of Compliance with Minister's Directives
- Police Training

Police Protocols:

- Police Protocols to Domestic Violence: Family Violence Protocol
- Police Jurisdictional Protocols on Harbours and Waterways
- Police Protocol on Jurisdictional Boundaries

It would be preferable for the Ministerial Directives to be anticipatory, that is, to review the range of likely guidelines required and to also be compiled in a logical grouping to provide a structure and grouping for police agencies to develop parallel policy. These directives should be codified into *Regulations* under the *Police Act*.

7.9 Complaint Process

The Island has two discrete and very different police complaint processes.

Any individual wishing to lodge a complaint against an RCMP officer, can do so by attending any RCMP detachment. Complaints against an RCMP officer can also be lodged by contacting the Civilian Review and Complaints Commission for the RCMP. The Civilian Review and Complaints Commission for the RCMP is an independent agency, created by Parliament, to ensure that complaints made by the public about the conduct of RCMP members are examined fairly and impartially.¹⁵⁵

The Island municipal complaint process provides only one option to make a complaint, that is, a *person directly affected* must make the complaint to the chief officer (of the police agency of which the officer is an employee).

¹⁵⁵ <http://www.rcmp-grc.gc.ca/cont/faq-comp-plainte-eng.htm>

The *Police Act* prescribes a number of processes and conditions under sections 20 to 23.

23. (1) A person who wishes to make a complaint under this Act in respect of the conduct of a police officer of a police department shall make the complaint to the chief officer of the police department by (a) stating the complaint in writing and including therein the grounds for the complaint; (b) signing the complaint; and (c) delivering the complaint to the chief officer at the offices or station of the police department.

It is noteworthy that the complaint can be made only to the police department involved, and that section 21 appears to limit the right to complain only to 'persons directly affected'.

(2) A person may make a complaint under this Part concerning the conduct of a police officer or an instructing officer only if the person was directly affected by that conduct and if the complaint is made within 6 months after the facts on which it is based occurred.

The term 'directly affected' could be considered contrary to the public interest, in that the quality of policing affects all Islanders. In addition, the section limiting the time period for making of a complaint does not allow for circumstances where the facts did not become known until sometime after or more than six months from the date of the event. In addition, the term "delivering the complaint to the chief officer" seems to indicate a personal delivery to the Chief Constable by the complainant.

The complaint process provides for an informal resolution

(3) Where, after reviewing an investigator's report, the chief officer decides that the respondent's conduct may constitute a breach of the Code, but the chief officer is satisfied that it is not of a serious nature, the chief officer may (a) resolve the complaint informally, if the parties to the complaint agree that the matter is not of a serious nature and consent in writing to the proposed resolution;

This process is not transparent or publicly accountable, nor are the types and numbers of complaints available to the public or Commissioner. This is inconsistent with leading practices or current practices in most other regions of Canada.

The position and role of the Police Commissioner is established under section 16 of the *Act*. The Commissioner's role is removed from the everyday quality control and oversight of the complaint process, and is limited to:

- reviews of decisions of a chief officer or the Director concerning a complaint about the conduct of a member of a police department or an instructing officer - in effect, an appeal of the chief officer's decision
- complaints made to the Police Commissioner concerning the conduct of a chief officer, the Director or a security police officer
- investigations that the Manager causes to be made under section 29 and section 40

The result is the process is not transparent, accountable, or measurable. The *Act* does not require the chief officers to provide the Commissioner with numbers or details of complaints. The Minister, Commissioner, and Islanders are unaware of the degree and nature of police complaints. The process retains the wisdom and gravitas of the Commissioner only for infrequent reviews of cases rather than leading the complaint and audit process.

7.10 Findings

There is limited accountability and compromised independence in Island municipal policing. The governing legislation is inconsistent and confusing. It is fundamental that police agencies report to an independent board with the appropriate authority.

The *Police Act* prescribes different responsibilities and accountabilities:

10. (1) *The chief officer of a police department shall*
 - (a) *appoint the police officers of the police department;*
 - (b) *appoint the civilian employees of the police department; and*
 - (c) *subject to the Code and to any collective agreement binding on the members of the police department, promote, discipline, including suspend or dismiss, or reinstate such officers and employees.*
- (8) *The police departments shall act under the direction of the Minister*

This bifurcated accountability results in a compromised status for both the City authorities and the Province.

Notwithstanding Section 2 of the *Police Act*

- (1) *Where there is a conflict between a provision of this Act or the regulations made under this Act and a provision of any other enactment, the provision of this Act or the regulations made under this Act prevails.*

Without clear delineation, neither is answerable to or accountable for the actions of the Chief of Police and, by extension, the police service.

The UPEI Security Police Officer function represents a corporate police force that does not include appropriate public oversight. Transparency and public accountability are compromised. With the Minister's consent, there are two options available to the University: upgrade the function to a police department under the *Police Act* consistent with all Regulations and Directives, reporting to a public board, or, alternatively, the policing of the University could be contracted to the police of jurisdiction.

There are several precedents for such an approach. For example, most airports in Canada are policed by the principal police agency of the jurisdiction. Likewise, other mass private properties such as the Port of Vancouver, are policed by the jurisdictional police. An alternative mass private property policing approach is found in the BC Transit Police. The police agency was established as a public police force with a police board, but is funded by the corporation.

The Minister's Directives address a number of issues which would, ideally, be governed by *Police Act Regulations*. In addition, there are organizational functional issues requiring direction in order to achieve cohesion and integration.

Currently, the provincial funding of the province's policing services varies by the type of organization, by policing agreements, and provincial cost sharing, and grants. Municipal funding is currently under review by the Province.¹⁵⁶

ESAs concerning RCMP services require greater clarity and adherence to a community based focus. This is the *raison d'être* for a municipality incurring costs for a service which is "over and above" the normal provincially provided and funded service.

The current municipal police complaint process is neither transparent nor measurable. It would be preferable for all municipal complaints to be made to the Police Commission, with the Commission having jurisdiction over process, characterization,¹⁵⁷ and resolutions. A useful model for comparison can be found in New Brunswick.¹⁵⁸ Additionally, the Commission should have the authority to conduct regular audits of police departments and any policing function. However, if the RCMP model, with the existing Public Complaints Commissioner, is selected then the function of the current PEI Police Commissioner will be rendered redundant.

The Minister is responsible for the quality and effectiveness of policing in the Province. Consequently, the Minister should retain the right, with just cause, to revoke the appointment of any police officer.

Given the degree of power which police and police-type functions wield over the public, appropriate accountability is crucial to effective and community-supported policing. Much of the process of governance is prescribed in legislation and agreements.

¹⁵⁶ Premier's Mandate Letter September 2015, "*the Department of Finance is leading municipal funding discussions*"

¹⁵⁷ Characterization: defining the nature of the complaint as relating to service, policy, conduct, or public trust

¹⁵⁸ Found at <http://www.nbpolicecommission.ca/site/en/complaints>

However, in PEI, integral to any police service model there needs to be greater clarity in select agreements and the introduction of governance structures which both ensure broad consultation such that policing addresses community issues and reflects community values and ensures transparency of police operation and management. The type and detail of such agreements depends upon the policing model selected.

8 The Strategic Island Concept and Organizational Models

8.1 Defining the Policing Ideal

The analyses, in chapter 4, describes, given the limited availability of data, what the police in PEI do in providing services in support of community safety. These analyses, however, are the outputs of disparate services which lack orchestration. The closest to a coordinated approach is that of the RCMP which, by virtue of the geography covered under the ambit of a centralised provincial/divisional command, coordinates activities in six sites within the Province. These services, in turn, dovetail with those with the 'next tier' services of contiguous divisions and with the next tier, federal services.

In assessing the ideal model for PEI, the first step should be an examination of not only "what police do", as described in a limited way in the analyses of 'outputs' above, but also to reflect upon "what police should do" as part of a broader continuum of policing and public safety services and protocols and the optimum way to provide that service.

8.2 The Functions of Policing Services

Even in a jurisdiction such as PEI which experiences relatively low crime and disorder, policing services are tiered. That is, nationally organised police teams address national and international issues, regional or provincial integrated police teams¹⁵⁹ address crimes and safety issues not restrained by municipal boundaries, municipal police departments and RCMP detachments provide a broad local policing service, and within the local policing models a variety of organizations provide another coordinated tier of public-safety related services through partnerships and protocols.

The tiers of public police services do not signify some components of the police are more or less important than others. Each tier provides a service to meet the needs of the specific issues. In examining other examples, policing services in England provide the most recognisable and formalised examples of tiered policing: national crime units, large regional police forces, centralised functions within those forces, and neighbourhood policing teams comprising public police officers and police community service officers.¹⁶⁰

¹⁵⁹ Such as JFOs and Integrated Road Safety Unit

¹⁶⁰ A description of the salient parts of the UK model and continuing development under a recent Parliamentary Green Paper are included in the Appendix

Hence, the PEI policing model needs to participate effectively and efficiently in the national and regional functions, and provide neighbourhood policing to the municipalities including First Nations. This can be achieved by engagement of a provincial/territorial service or through contract, MOUs and agreements. “What police should do” defines the most appropriate use and deployment of resources and budget limitations operating under a process of effective governance.

8.3 Philosophical Models of Policing

The construct of a policing service is usually described as an amalgam of the following:¹⁶¹

- *Crime Control* - Reduced crime through rapid response and follow-up investigation
- *Order Maintenance* - Limiting signs of public disorder and urban decay to allow community ownership
- *Community Policing* - Reduction of crime through a partnership of the police and community engaged in collaborative problem solving
- *Strategic Policing – Problem Oriented Policing – Intelligence-led policing*
- A proactive strategy centred on developing strategies to address community problems and to use police resources in a more effective targeted manner
- *Social Justice* -Extra vigilance in protecting those most vulnerable in society and understanding root causes

The philosophical approaches are not discrete and organizations usually comprise elements of all philosophies but tend to be weighted in a certain culture of approach to their mandate which influences the manner in which practitioners view their activities. The principal orientation is determined by the culture, expected workload, and resources available to the policing organizations. Of most significant value is the ability of the policing organisation(s) to become attuned to, and aligned with, the community and partner policing agencies whilst being subject to effective, informed oversight.

8.4 Functional Models of Policing

It should be emphasized that the provincial Island-wide police function is not an “*organization*”. Rather, it is an “*integrated process of community safety*” where specialized Island teams provide services which are not feasible, nor would be cost effective, at the local level; the tiered approach outlined above.

¹⁶¹ Hovbrender, A. Evaluating the New Paradigm of Policing, Master’s Thesis, Royal Roads University, 2003

The Island-wide services will include the Operational Communications Centre, Criminal Intelligence Service PEI, Crime Analysis, Forensics, Police dog services, Major crime investigation, emergency response team, technical crime investigation (including child exploitation), tactical troop (crowd control), and any other specialized functions not otherwise available. (RCMP's Division currently provides such services for the RCMP Detachments and may also provide assistance to the municipal police departments.)

The proposed model extends these principles to include an Island-wide strategic approach whereby specialized functions are located and comprised based on need. For example, the integrated major crime function could be decentralized with a team in Charlottetown and one in Summerside. The forensics function could also be based in Charlottetown and Summerside. These teams would provide services across the Island to all agencies, as required and appropriate.

In support of the police organizational models, it is a foundational premise of community-based policing, a philosophical foundation for police services, that identifiable communities or neighbourhoods are provided service by a single police team:

*"The neighbourhood is defined by the identifiable culture of an area along with the assessed volume and severity of incidents which occur within the area. We think that local communities, police forces, police authorities and partners should decide what neighbourhoods mean."*¹⁶²

Seamless police service delivery is more efficacious when police boundaries reflect neighbourhoods, communities, and patterns of human activity. "Communities" are more than geographically defined areas. Trojanowicz and Bucquerox¹⁶³ suggest that communities can equally be defined as "Communities of Interest". These are geographical areas, perhaps comprised of several political or municipal communities that are bound together by common interest such as cultural or ethnic matters or even social disorder issues. Mass transit, mass communication, mass media and urban expansion also serve to break down the old geographical identification of community. Trojanowicz and Bucquerox further define an essential part of community policing:

Community policing is a philosophy and an organizational strategy that promotes a new partnership between people and their police. It is based on the premise that both the police and the community must work together as equal partners to identify, prioritize, and solve contemporary problems such as crime, drugs, fear of crime, social and physical disorder, and overall neighbourhood decay, with the goal of improving the overall quality of life in the area.

¹⁶² Home Office, Neighbourhood Policing Plan, London, 2007

¹⁶³ Community Policing - How to get Started, Anderson publishing, Cincinnati, 1994

In order for the community to work effectively with the police, “partnership” with a specific police “team”, whether a district, beat, zone, or particular police force, is optimum. Consequently, on the Island, the optimum model may require a reassessment of policing boundaries such that clusters of human and criminal activity are addressed by the same agency. Any proposed model must have sufficient flexibility to permit fluid resourcing to ensure an effective response to crime issues.

Such a model will ensure police resources are deployed in the most equitable, effective, and efficient manner. The model will be complemented by the federal policing function of the RCMP.

In summary, given the geography, demographics, culture and low crime situation on the Island, it is essential that the policing model adopted facilitates the provision of an Island-wide service which capitalizes upon the skills and experience of police service personnel through a range of integrated services delivered through primary, secondary, and tertiary police service approaches to community safety.

8.5 Comparisons with Canadian Policing Models and Approaches

The following examples are from smaller Canadian provinces and regions. The purpose of this section is to compare organizational, funding, and governance models.

There are two types of reports, to boards or to the minister, often a cost-sharing arrangement between two or three levels of government, and a range of municipal, regional, and provincial agencies.

Newfoundland and Labrador

The province has two provincial police forces, the Royal Newfoundland Constabulary (RNC) providing services in three urban areas, and the contracted RCMP provincial police providing services in rural areas.

The RNC is funded by the Province, and the RCMP provincial police is funded 70% by the Province and 30% by Canada. The RNC has 393 officers and the RCMP 401 provincial and 95 federal.¹⁶⁴ The RNC Chief of Police and the RCMP Commanding Officer report to the Minister.

New Brunswick

The province contracts with Canada for the RCMP provincial police, with 688 provincial officers and 153 federal. The Province funds 70% of the police costs and Canada 30%.

¹⁶⁴ Unless indicated otherwise, all personnel numbers in this section are from Statistics Canada Police Resources in Canada 2015 found at <http://www.statcan.gc.ca/pub/85-002-x/2016001/article/14323/tbl/tbl02-eng.htm>

The Commanding Officer reports to the Minister.
Municipal police departments total 437 officers; the chiefs of police report to police boards, are funded by the municipalities, and are subject to provincial standards and audits.

Yukon

The Territory contracts with Canada for the RCMP territorial police which provides services for the entire territory including municipalities. The Territory funds 70% of the police costs and Canada 30%. The RCMP has 112 territorial officers and 18 federal.
The RCMP Commanding Officer reports to the Minister.

Northwest Territories

The Territory contracts with Canada for the RCMP territorial police which provides services for the entire territory including municipalities. The Territory funds 70% of the police costs and Canada 30%. The RCMP has 181 territorial officers and 20 federal.
The RCMP Commanding Officer reports to the Minister.

Nunavut

The Territory contracts with Canada for the RCMP territorial police which provides services for the entire territory including municipalities. The Territory funds 70% of the police costs and Canada 30%. The RCMP has 116 territorial officers and 15 federal.
The RCMP Commanding Officer reports to the Minister.

Cape Breton

The Cape Breton Regional Police provides services for one city and six towns, and the county area with 204 officers.¹⁶⁵
The Chief of Police reports to a board of police commissioners.

Victoria BC

The Victoria and Esquimalt Police Departments were amalgamated in 2003. In 2014, the population of Victoria was 83,200 and Esquimalt's was 16,207. The funding of the amalgamated police department is based on converted tax assessments of Victoria and Esquimalt. The department has 243 officers.
The chief reports to a joint board appointed by the two municipalities and the minister.¹⁶⁶

¹⁶⁵ CPRP Strategic Plan 2015 found at <http://www.cbrps.ca/14-cbrps-strategic-plan-2012-15-f-web/file.html>

¹⁶⁶ Police Resources in BC found at Police Resources in BC 2015 found at <http://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/statistics/2014-police-resources.pdf>

8.6 Comparisons with Canadian Policing and Critical Police Mass

This section examines examples of the relationship of the size of police agencies and the ability to provide the range of services required.

The Quebec *Police Act* defines the services provided by police agencies based on population.

Section 70 of the Act¹⁶⁷ reads

*The territory of a local municipality must be under the jurisdiction of a police force.
A municipal police force must provide, in the territory under its jurisdiction,
(1) level 1 services, if the population to be served is less than 100,000 inhabitants;
(2) level 2 services, if the population to be served is 100,000 or more and not more than 249,999 inhabitants;
(3) level 3 services, if the population to be served is 250,000 or more and not more than 499,999 inhabitants;
(4) level 4 services, if the population to be served is 500,000 or more and not more than 999,999 inhabitants; or
(5) level 5 services, if the population to be served is 1,000,000 inhabitants or more.
The Sûreté du Québec shall provide level 6 services.*

The Sûreté du Québec shall provide the services corresponding to a level higher than the level required of a municipal police force, unless the Minister authorizes the municipal police force to provide the services corresponding to other levels determined by the Minister. Police forces shall work in collaboration in the exercise of their respective jurisdictions.

The seriousness of the incident or crime increases with the level of service, for example, Level 6 includes *coordination of investigations of murders and assaults by predator*.¹⁶⁸

The Ontario *Police Act* Regulation 354/04 Major Case Management section 1 reads

Every board shall establish policies with respect to major cases in accordance with the Ontario Major Case Management Manual.

The major case management system has been adopted across Canada.

Ontario is the first province to implement standardized investigative practices and supporting technology for major case investigations. In 1997, the Ontario Ministry of Community Safety and Correctional Services created the Major Case Management (MCM) System in partnership with the Ontario policing community. The MCM System takes a multidisciplinary approach to investigations of defined major offences. It includes a centralized coordinating body, a dedicated serial predator crime investigations coordinator, and a hierarchy of governance committees. Investigators receive standardized training

¹⁶⁷ Found at http://legisquebec.gouv.qc.ca/en/showdoc/cs/P-13.1?langCont=en#ga:l_ii-gb:l_i-h1

¹⁶⁸ Regulation respecting the police services that municipal police forces and the Sûreté du Québec must provide according to their level of jurisdiction. Found at <http://legisquebec.gouv.qc.ca/en/ShowDoc/cr/P-13.1,%20r.%206>

and use common case management software (PowerCase) to organize, manage, retrieve, and analyze large volumes of investigative data collected during major case investigations. The system is continually refined to reflect current legislation, relevant case law, innovations in science and technology, recommendations from public inquiries, and policing best practices. In 2005, the use of the MCM System became mandatory in Ontario under the Police Services Act.¹⁶⁹

The Regulation defines major case as:

- *homicides within the meaning of subsection 222 (4) of the Criminal Code (Canada) and attempted homicides*
- *sexual assaults, including sexual interference, and attempted sexual assaults, sexual exploitation and invitation to sexual touching*
- *non-familial abductions and attempted non-familial abductions*
- *missing person occurrences where circumstances indicate a strong possibility of foul play occurrences, involving found human remains, that are suspected to be homicide*
- *criminal harassment where the harasser is not known to the victim*
- *any other types of cases designated as a major case pursuant to the Ontario Major Case Management Manual¹⁷⁰*

The premise behind these approaches is that police agencies require a certain critical mass to be able to provide the dedicated resources, staffing, and training and certification for specialized functions that are used relatively rarely. It is noted that in Quebec, a population of 140,000 would justify a single police agency to level 2 service.

Also of significance, the BC examples included below show the integrated team approach for specialized functions, including: Homicide Investigation, Emergency Response, Police Dog Service, Forensic Identification, and Collision Analyst Reconstruction. The examples include a municipal police department of 212 officers using regional RCMP teams.

8.7 Examples of Police Resources and Approaches

Prince Edward Island

- population 140,204¹⁷¹
- area 5,656 km²
- population density 24.8 persons per km²
- policing RCMP and three municipal police departments 226 officers

¹⁶⁹ Public Safety Canada found at <http://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/cnmcs-plcng/ndx/snpss-en.aspx?n=471>

¹⁷⁰ Ontario Government found at <https://www.ontario.ca/laws/regulation/040354>

¹⁷¹ PEI 42nd Annual Statistical Review 2015 found at <http://www.gov.pe.ca/photos/original/stats2015.pdf>

Charlottetown

- population 34,562 ¹⁷²
- area 44 km²
- population density 785 per km²
- policing CPS 60 officers

Summerside

- population 14,751 ¹⁷³
- area 28 km²
- population density 527 per km²
- policing SPD 32 officers

Cape Breton Regional Municipality NS

- population 101,619 ¹⁷⁴
- area 2,470.60 km²
- population density 41.1 persons per km²
- policing CB Regional Police 204 officers

Abbotsford BC

- population 138,586 ¹⁷⁵
- area 376 km²
- density 369 per km²
- policing Abbotsford PD 212 officers ¹⁷⁶
- RCMP Integrated Teams provide regional police services: 1) Integrated Homicide Investigation Team; 2) Emergency Response Team; 3) Police Dog Service; 4) Forensic Identification Services; and, 5) Integrated Collision Analyst Reconstruction Section.

Coquitlam BC (City of Coquitlam, Port Coquitlam, Anmore, and Belcarra)

- population 185,534
- area 184 km² ¹⁷⁷
- density 1008 per km²
- policing RCMP blended detachment 152 officers ¹⁷⁸
- RCMP Integrated Teams provide regional police services: 1) Integrated Homicide Investigation Team; 2) Emergency Response Team; 3) Police Dog Service; 4) Forensic Identification Services, and, 5) Integrated Collision Analyst Reconstruction Section

¹⁷² PEI 42nd Annual Statistical Review 2015

¹⁷³ PEI 42nd Annual Statistical Review 2015

¹⁷⁴ Statistics Canada found at <https://www12.statcan.gc.ca/census-recensement/2011/as-sa/fogs-spg/Facts-cma-eng.cfm?LANG=Eng&GK=CMA&GC=225>

¹⁷⁵ When sources for population figures vary, the BC figures are from *Police Resources in BC 2015* found at <http://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/statistics/2014-police-resources.pdf>

¹⁷⁶ *Police Resources in BC 2014*

¹⁷⁷ In some multi-jurisdictional area examples, densities are calculated from the combined populations and individual areas

¹⁷⁸ *Police Resources in BC 2014*

Langley BC (City and Township)

- population 142,000 ¹⁷⁹
- area 408 km²
- density 348 per km²
- policing RCMP blended detachment 185 officers ¹⁸⁰
- RCMP Integrated Teams provide regional police services: 1) Integrated Homicide Investigation Team; 2) Emergency Response Team; 3) Police Dog Service; 4) Forensic Identification Services, and, 5) Integrated Collision Analyst Reconstruction Section

North Vancouver BC (City and District)

- population 138,969
- area 172 km²
- density 808 per km²
- policing RCMP blended detachment 155 officers ¹⁸¹
- RCMP Integrated Teams provide regional police services: 1) Integrated Homicide Investigation Team; 2) Emergency Response Team; 3) Police Dog Service; 4) Forensic Identification Services, and, 5) Integrated Collision Analyst Reconstruction Section

Richmond BC

- population 205,262
- area 129 km²
- density 1,473 per km²
- policing RCMP detachment 212 officers ¹⁸²
- RCMP Integrated Teams provide regional police services : 1) Integrated Homicide Investigation Team; 2) Emergency Response Team; 3) Police Dog Service; 4) Forensic Identification Services, and, 5) Integrated Collision Analyst Reconstruction Section

Mission BC

- population 37,539
- area 226 km²
- density 116 per km²
- policing RCMP detachment 50 officers ¹⁸³
- RCMP Integrated Teams provide regional police services: 1) Integrated Homicide Investigation Team; 2) Emergency Response Team; 3) Police Dog Service; 4) Forensic Identification Services, and, 5) Integrated Collision Analyst Reconstruction Section

Squamish BC

- population 19,628
- area 105 km²
- density 187 per km²
- policing RCMP detachment 25 officers ¹⁸⁴

¹⁷⁹ Police Resources in BC 2014

¹⁸⁰ Police Resources in BC 2014

¹⁸¹ Police Resources in BC 2014

¹⁸² Police Resources in BC 2014

¹⁸³ Police Resources in BC 2014

¹⁸⁴ Police Resources in BC 2014

- RCMP Integrated Teams provide regional police services: 1) Integrated Homicide Investigation Team; 2) Emergency Response Team; 3) Police Dog Service; 4) Forensic Identification Services, and, 5) Integrated Collision Analyst Reconstruction Section

Victoria BC

- population 99,407
- area 27 km²
- density 3,682 per km²
- policing Victoria PD 243 officers

If this jurisdiction was in Quebec, despite the staffing level of 243 officers, *the Act* would define the policing services as Level 1.

8.8 Findings

Given the size, critical mass and number of officers, to ensure Island-wide best-practices police services, it is necessary to have specialized teams, suitably equipped and trained, to support local policing. In addition, the total mass of Island police resources does not provide sufficient resources for the Island to be self-contained; additional resources in the form of regional teams and specialized functions must be available from off Island.

These principles are exemplified in the Conceptual model below.

THE CONCEPTUAL ISLAND MODEL



The following criteria for an effective police agency in PEI should be adopted to assess the viability of the six model options.

- Standard quality police service for all Islanders
- Seamless delivery of policing services
- Island-wide specialized services
- Integrated functions with COR and Hub
- Island-wide strategic planning
- Integrated 911
- Integrated CAD
- Integrated RMS
- Central dispatch and OCC
- Island-wide priorities
- Financial efficiencies
- Integrated with federal policing
- Integrated with NB policing
- Local accountability
- Local employment

9 Options for Policing Models for PEI

The organizational models are described in detail and weighed against the criteria for the strategic Island model of cohesion, integration, and efficiency. Some of the models are named after jurisdictions using the policing arrangement in the model - regardless of scale.

9.1 The Status Quo



Summary

The services provided by the provincial RCMP are focused on the RCMP detachments, with assistance provided and offered to the police departments on an informal basis. Telecommunications and record management systems are silos. There is limited ability to create effective Island-wide specialized services.

Findings

Organizational

- Five different reports
- The establishment of fully integrated teams has proven to be problematic given the current lack of common security clearances and operational environments
- Lack of Island-wide standards and operating policies
- The model encourages silo-centric attitudes

- Telecommunications and CAD/RMS are not interoperable
- The model is neither cohesive nor integrated
- Two municipal police departments do not use CAD (CIIDS) and consequently meaningful analyses of Island-wide workload and crime analyses are not possible
- The critical mass of the Island police resources are not sufficient to create and maintain all specialized functions

| PEI Status Quo Model | |
|---|--|
| Ideal Police Model Criteria | Findings |
| Standard quality police service for all Islanders | No standard |
| Seamless delivery of policing services | Silos |
| Island-wide specialized services | Limited |
| Integrated functions with COR and HUB | Silos |
| Island-wide strategic planning | 'L' Division only |
| Integrated 911 | Yes |
| Integrated CAD | Used by RCMP and Kensington |
| Integrated RMS | Limited by manual entry in CPS and SPD |
| Central dispatch and OCC | Four dispatch centres |
| Island-wide priorities | RCMP only |
| Financial efficiencies | Duplication |
| Integrated with federal policing | 'L' Division only |
| Integrated with NB policing | 'L' Division only |
| Local employment | Yes |
| Local accountability | Limited |

Conclusion

The status quo does not provide Islanders with cohesive, integrated policing. The system comprises a number of silos through separate telecommunications and IT systems, different security clearances, different policies and procedures, and lack of Island-wide leadership and governance.

9.2 The Integrated Regional Model ¹⁸⁵

INTEGRATED REGIONAL MODEL



Summary

The Integrated Regional model is potentially cohesive through proposed governance by a new *Police and Public Safety Board* (the Board).

Findings

Organizational

- The police departments of Kensington and Summerside will be dissolved through a ministerial order and the new police department of Summerside Regional Police established.
- It will require negotiation with municipalities regarding potential expansion of existing municipal police services to regional configuration.
- The Board will provide governance for the two regional forces, and the reporting relationship of the RCMP CO would, ideally, also be changed to the Board.
- A process would have to be developed to recruit, select, and prepare adequately qualified new executives, managers, supervisors, and investigators to staff the potential for expanded regional services.

¹⁸⁵ Halifax Regional Municipality is policed by the Halifax Regional Police in urban areas and the Halifax District RCMP in rural areas, both organizations reporting to a regional board. All centralized teams are integrated with both RCMP and HRP officers

- Integrated centralized or regionalized specialist teams will support the RCMP detachments and police departments.
- Crime- and Incident-analyses functions will be required
- Negotiation will be required with municipalities regarding employment status of current municipal employees.

Funding

- Police department staff would remain with municipal employers - costs and pensions would remain largely unchanged
- Summerside and Kensington municipalities will require a funding formula to fund their regional police department.
- If Charlottetown policing boundaries were adjusted, Charlottetown and adjacent municipalities will require a funding formula to fund their regional police department.
- It is noted that *the Department of Finance is leading municipal funding discussions.*¹⁸⁶

| Integrated Regional Model | |
|---|--|
| Ideal Police Model Criteria | Findings |
| Standard quality police service for all Islanders | To be developed through the Board |
| Seamless delivery of policing services | TBD through the Board |
| Island-wide specialized services | TBD through the Board |
| Integrated functions with COR and HUB | TBD through the Board |
| Island-wide strategic planning | TBD through the Board |
| Integrated 911 | Yes |
| Integrated CAD | Yes |
| Integrated RMS | Yes |
| Central dispatch and OCC | Yes |
| Island-wide priorities | Determined by the Board |
| Financial efficiencies | Reduced duplication |
| Integrated with federal policing | 'L' Division only |
| Integrated with NB policing | Enhanced through the integrated OCC |
| Local employment | Yes |
| Local accountability | Yes, with Police and Public Safety Board |

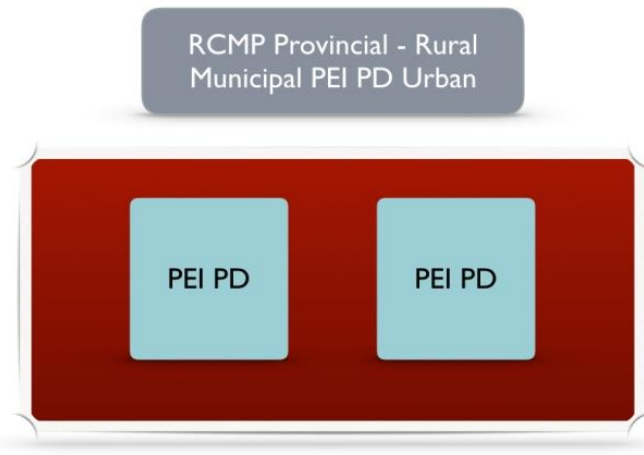
Conclusion

This model will rely on the leadership of the Board and the Chief Constables to create cohesion and integration.

¹⁸⁶ Premier's mandate letter

9.3 The Integrated Newfoundland Model ¹⁸⁷

INTEGRATED NEWFOUNDLAND MODEL



Summary

The Integrated Newfoundland model is potentially cohesive through proposed governance by a new *Police and Public Safety Board* (the Board).

Findings

Organizational

- The three existing police departments will be dissolved through a ministerial order and the new PEI police department established.
- It will require negotiation with municipalities regarding potential expansion of existing municipal services to regional configuration.
- The Board will provide governance for the PEI PD, and the reporting relationship of the RCMP CO would, ideally, also be changed to the Board.
- A process would have to be developed to recruit, select, and prepare adequately qualified new executives, managers, supervisors, and investigators to staff the potential for expanded regional services.
- Crime- and Incident-analyses functions will be required
- Negotiation will be required with the municipalities and bargaining units regarding employment status of current municipal employees.
- Integrated centralized or regionalized specialist teams will support the RCMP detachments and police department.

¹⁸⁷ The Royal Newfoundland Constabulary (RNC) serves alongside the contracted RCMP. The RNC services mainly major metropolitan areas, St. Johns, Corner Brook, Labrador City, and Churchill Falls

Funding

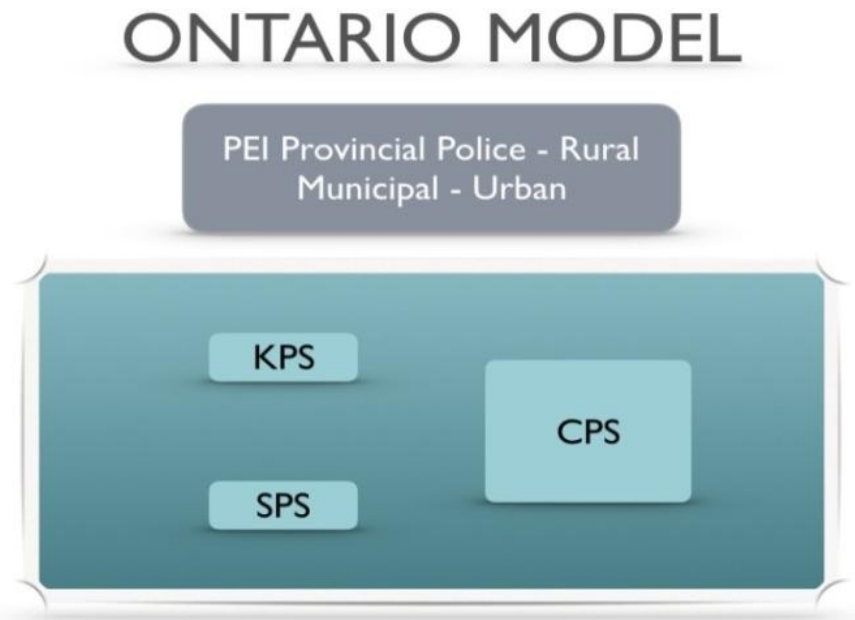
- If the 'Victoria-Esquimalt implementation' example was followed, funding would not be significantly changed.
- Charlottetown, Summerside, and Kensington municipalities will require a funding formula to fund the PEI police department.
- If Charlottetown policing boundaries were adjusted, the affected municipalities will require a funding formula to fund their regional police department.

| The employment status of the current police and civilian staff will need to be addressed - Integrated Newfoundland Model | |
|--|--|
| Ideal Police Model Criteria | Findings |
| Standard quality police service for all Islanders | To be developed through the Board |
| Seamless delivery of policing services | TBD through the Board |
| Island-wide specialized services | TBD through the Board |
| Integrated functions with COR and HUB | TBD through the Board |
| Island-wide strategic planning | TBD through the Board |
| Integrated 911 | Yes |
| Integrated CAD | Yes |
| Integrated RMS | Yes |
| Central dispatch and OCC | Yes |
| Island-wide priorities | Determined by the Board |
| Financial efficiencies | Reduced duplication |
| Integrated with federal policing | 'L' Division only |
| Integrated with NB policing | Enhanced through the integrated OCC |
| Local employment | Yes |
| Local accountability | Yes, with Police and Public Safety Board |

Conclusion

This model will rely on the leadership of the Board and the Chief Constable to create cohesion and integration.

9.4 The Ontario Model ¹⁸⁸



Summary

The Ontario model will bring all policing under the PEI *Police Act* and would make consistency and standardization easier.

Findings

Organizational

- The *Provincial Police Service Agreement* (PPSA) may be terminated on March 31st of any year by either party giving the other party notice of such termination not less than 24 months prior to the date of the intended termination.¹⁸⁹
- All policing would fall under the *Police Act* and be responsible to the Minister and Board.
- Provincial Standards and Minister's Directives will apply to all policing functions.
- Island-wide operational and administrative systems would need to be developed.
- Crime- and Incident-analyses functions will be required

¹⁸⁸ In Ontario, under the Ontario Police Act, the OPP provides policing services to rural and contracted municipalities, and municipal/regional forces provide policing for municipalities

¹⁸⁹ (Article 3.3 b)

- The connectivity between federal policing and provincial/municipal policing will be diminished.

Funding

- Facilities and some equipment used by the RCMP would be transitioned to the provincial government under the provisions of the PPSA under Articles 13 and 14. Generally the Province would have a 70% interest in the property and equipment. This would not apply to specific RCMP systems such as PROS, and personal equipment and uniforms; these items would form part of the start-up costs of the new agency.
- Start-up costs for PEI-specific CAD and RMS systems would be significant.
- The model would lose the federal-provincial cost sharing of 70/30%.
- There will be costs involved in start-up staffing, as over one hundred officers with a variety of skills and experience would be required. A process would have to be developed to recruit, select, and prepare adequately qualified new executives, managers, supervisors, and investigators to staff the new provincial police.
- The APA would need to be staffed to assist with selection processes, localized training, and orientation; the APA would also become responsible for recruit training.
- Costs are controlled and negotiable locally.
- The Province would become the employer for all police staff in the PEI provincial police..

| Ontario Model | |
|---|--|
| Ideal Police Model Criteria | Findings |
| Standard quality police service for all Islanders | To be developed through the Board |
| Seamless delivery of policing services | TBD through the Board |
| Island-wide specialized services | TBD through the Board |
| Integrated functions with COR and HUB | TBD through the Board |
| Island-wide strategic planning | TBD through the Board |
| Integrated 911 | Yes |
| Integrated CAD | TBD through the Board |
| Integrated RMS | TBD through the Board |
| Central dispatch and OCC | TBD through the Board |
| Island-wide priorities | Determined by the Board |
| Financial efficiencies | Reduced duplication |
| Integrated with federal policing | No |
| Integrated with NB policing | Enhanced through the integrated OCC |
| Local employment | Yes, full |
| Local accountability | Yes, with Police and Public Safety Board |

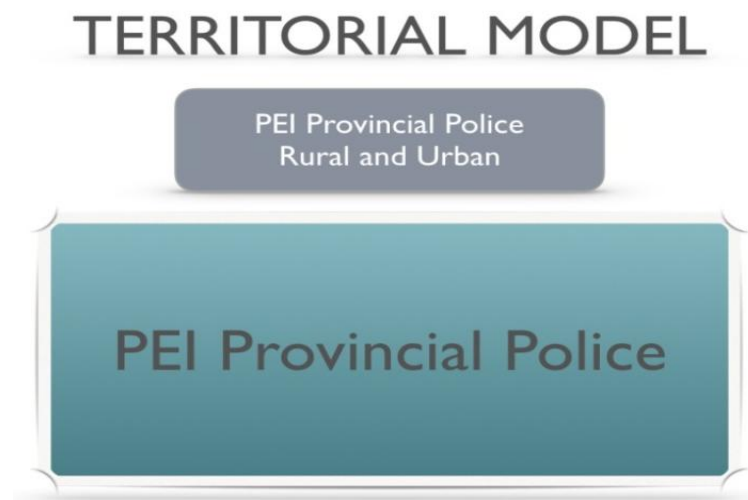
Conclusion

This model has the uncertainty and risk involved in the implementation plan depending on the successful hiring of approximately 150 police and civilian support staff on the implementation date. All new staff will require a range of skills, knowledge, and abilities in various functions.

Although it brings all PEI policing under the *Police Act*, the separate policing entities remain.

The model will rely on the leadership of the Board and the Chief Constables to create cohesion and integration.

9.5 The PEI Territorial Model¹⁹⁰



Summary

The establishment of a PEI Provincial Police and the absorption of the existing police departments would bring all policing under the PEI *Police Act* and would make consistency and standardization easier.

Findings

Organizational

- The *Provincial Police Service Agreement* (PPSA) may be terminated on March 31st of any year by either party giving the other party notice of such termination not less than 24 months prior to the date of the intended termination.
- All policing would fall under the *Police Act* and be responsible to the Minister and Board.
- Provincial Standards and Minister's Directives will apply to all policing functions.
- Island-wide operational and administrative systems would need to be developed.
- Crime- and Incident-analyses functions will be required
- The connectivity between federal policing and provincial/municipal policing will be diminished.
- MOUs will be required for mutual aid from RCMP 'J' Division, New Brunswick, and interoperability of data and communication systems and operational protocols will need to be established.
- The Island police organizations risk stagnation without the opportunities to gain

¹⁹⁰ Yukon is policed by RCMP "M" Division, the only police agency in the Territories, comprising 130 officers. Municipalities are not recognized in the Territorial Police Service Agreement.

- experience and skills in other jurisdictions where wider varieties of crime and environments exist.

Funding

- Facilities and some equipment used by the RCMP would be transitioned to the provincial government under the provisions of the PPSA under Articles 13 and 14. Generally the Province would have a 70% interest in the property and equipment. This would not apply to specific RCMP systems such as PROS, and personal equipment and uniforms; these items would form part of the start-up costs of the new agency.
- Start-up costs for PEI-specific CAD and RMS systems would be significant.
- The model would lose the federal-provincial cost sharing of 70/30%.
- There will be costs involved in start-up staffing, as over one hundred officers with a variety of skills and experience would be required. A process would have to be developed to recruit, select, and prepare adequately qualified new executives, managers, supervisors, and investigators to staff the new provincial police.
- The APA would need to be staffed to assist with selection processes, localized training, and orientation; the APA would also become responsible for all recruit training.
- Costs are controlled and negotiable locally.
- The Province would become the employer for all police staff in the PEI provincial police.

| PEI Territorial Model | |
|---|--|
| Ideal Police Model Criteria | Findings |
| Standard quality police service for all Islanders | Yes |
| Seamless delivery of policing services | Yes |
| Island-wide specialized services | Yes |
| Integrated functions with COR and HUB | Yes |
| Island-wide strategic planning | Yes |
| Integrated 911 | Yes |
| Integrated CAD | Yes |
| Integrated RMS | Yes |
| Central dispatch and OCC | Yes |
| Island-wide priorities | Yes |
| Financial efficiencies | Reduced duplication |
| Integrated with federal policing | No |
| Integrated with NB policing | Enhanced through the integrated OCC |
| Local employment | Yes, full |
| Local accountability | Yes, with Police and Public Safety Board |

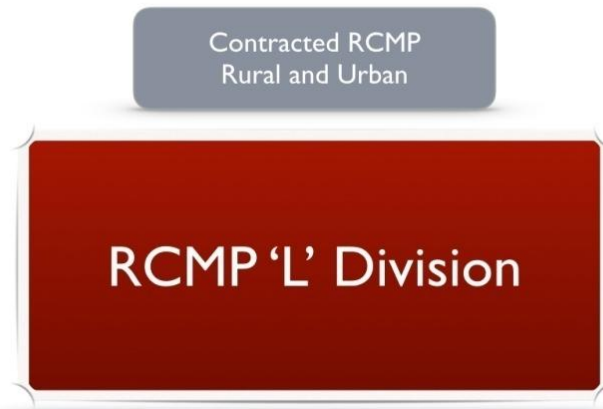
Conclusion

This model has the uncertainty and risk involved in the implementation plan depending on the successful hiring of approximately 150 police and civilian support staff on the implementation date. The new staff will require a range of skills, knowledge, and abilities in various functions.

The model will rely on the leadership of the Board and the Chief Constable to create cohesion and integration.

9.6 The Contracted Territorial Model

THE TERRITORIAL MODEL - CONTRACTED



Summary

The model provides a cohesive, integrated model for rural and urban policing. Policies, standards, procedures, data systems, and telecommunications are consistent across the Island. Mutual aid from New Brunswick would also be cohesive.

Findings

Organizational

- All policing would fall under the provincial police and be responsible to the Minister and the PPSA will require amendment to enable the Commanding Officer to report to the Board, or failing this, the Minister could establish a Public Safety Advisory Board.¹⁹¹
- Island-wide Standards will apply to all policing functions.
- There is connectivity between federal, provincial, and municipal policing.
- Mutual aid from RCMP 'J' Division, New Brunswick, and interoperability of data and communication systems and operational protocols are in place.
- Management, administration, cost and operations of the Divisional RCMP are conducted in line with parameters dictated by the PPSA.
- The RCMP may apply the 'general absorption principle, under the *RCMP Act* as in the Moncton and Dieppe examples in 1996.
- Without the 'general absorption principle', officers from PEI municipal forces would need to apply for engagement with the RCMP individually for 'lateral entry' into the RCMP. It may be that municipal officers would be subject to the normal selection processes of the

¹⁹¹ The Codiac Regional RCMP serving three municipalities in New Brunswick report to the Codiac Regional Police Authority

- RCMP, including security clearance to meet recognized federal security standards¹⁹² along with compliance with physical standards. Currently, federally-recognized clearances are not standard in the municipal departments. It is unclear whether any municipal officers, who are accepted, may then be redeployed to other RCMP Divisions.
- Discussions would be required concerning RCMP ranks for municipal officers.
 - Frequent turnover of RCMP field officers and management personnel impact consistency; however, this characteristic also provides the Island with police skills, knowledge, and abilities gained from experience in previous assignments not available on the Island.
 - Standardized decentralized training could be delivered both by the Division and the APA.
 - The current PEI Police Commissioner would be rendered redundant.

Funding

- The salary scales of RCMP and municipal services in PEI are similar¹⁹³ but there would likely be challenges in making suitable pension adjustments.¹⁹⁴
- The 'new entrants' policy of the federal government suggests that the cost of services for the three new jurisdictions (Charlottetown, Summerside, and Kensington) will be 100%. However, in Moncton, the initial 100% funding has been amended to the normal cost sharing.¹⁹⁵
- The pending Bill-C-7, *An Act to amend the Public Service Labour Relations Act*, the *Public Service and Employment Board Act* and other Acts and to provide for certain other measures is likely to impact the costing of RCMP services¹⁹⁶.

¹⁹² RCMP members must maintain a federal security clearance at the "Secret" level; some positions require "Top Secret".

¹⁹³ RCMP three year constable, \$82,105 found at <http://www.rcmp-grc.gc.ca/en/salary-and-benefits>, and Charlottetown Police first class constable \$82,460, collective agreement 2016

¹⁹⁴ It is reported that the pension adjustments were a significant challenge in the Moncton transition

¹⁹⁵ New Brunswick, found at http://www2.gnb.ca/content/gnb/en/news/news_release.2012.03.0208.html

¹⁹⁶ Correspondence R. Louie, Acting Mayor, President Federation of Municipalities to Hon. Ralph Goodale, Minister of Public Safety and Emergency Preparedness, May 6, 2016

| Territorial Model - Contracted | |
|---|---|
| Ideal Police Model Criteria | Findings |
| Standard quality police service for all Islanders | Yes |
| Seamless delivery of policing services | Yes |
| Island-wide specialized services | Yes |
| Integrated functions with COR and HUB | Yes |
| Island-wide strategic planning | Yes |
| Integrated 911 | Yes |
| Integrated CAD | Yes |
| Integrated RMS | Yes |
| Central dispatch and OCC | Yes |
| Island-wide priorities | Yes |
| Financial efficiencies | Reduced duplication |
| Integrated with federal policing | Yes |
| Integrated with NB policing | Yes |
| Local employment | Yes, "representation" required under PPSA |
| Local accountability | Yes, with Police and Public Safety Board ¹⁹⁷ otherwise limited by PPSA |

Conclusion

Given that this model engages one police agency with pre-existing programs, policies, protocols and combined inter-jurisdictional functions, it is the most cohesive and integrated service

¹⁹⁷ If an RCMP model is adopted, the Police and Public Safety Board will likely be replaced by an Advisory Board to the Minister, see chapter 9

9.7 Findings

The RCMP territorial model provides the most cohesive and integrated system with a one-police agency-jurisdiction. However, negotiations will be required for the absorption of the municipal departments and staff.

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

The Regional and Newfoundland models have similar characteristics, and the Regional could be the first step in the implementation of the Newfoundland model. Unlike the RCMP Territorial model where systems and protocols are automatically consistent, these two can be described as an integrated model requiring the significant changes, described under the governance chapter, regarding standardization of processes.

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

9.7.1 Funding Regional Police Services

The Department of Finance is leading municipal funding discussions.¹⁹⁸ The following describes a number of extant funding models.

Cost sharing creates a challenge in establishing an acceptable funding formula. Factors included in various cost-sharing arrangements in North America include:¹⁹⁹

- Assessed values, Crime, Numbers of officers, Police workload / time, Population, Population & kilometers

Criteria used in a number of existing Canadian inter-municipal formulae include:²⁰⁰

- Area, Assessed value, Calls for service, Crime statistics, Population, Assessment values, Combinations of the above

See Appendix 9.7.1 for examples of police cost sharing.

¹⁹⁸ Premier's mandate letter

¹⁹⁹ BDO Dunwoody Ward Mallette, 1993; and Sandrock, P. *Law Enforcement Consolidation, Benton County, Oregon*. November 2002; and LASD, 2008

²⁰⁰ *perivale + taylor* City of Moncton Policing Services Study

10 The Minister and the Police and Public Safety Board

10.1 Local Accountability

When first creating police in England in 1829, Robert Peel, then Home Secretary, postulated that, in order to operate legitimately and effectively, local public police needed local 'public consent'. It was not considered the job of the government to set up and control a police force; rather there should be local, non-government control of police.

Local public consent for policing occurs when the public 'sees and knows' that police actions and inactions are congruent with local community needs, values and expectations. 'Seeing and knowing' requires police transparency, integrity, and accountability – each of which is assured through local police governance.

Local police governance requires stewardship, in the form of local police boards, that is relevant to the community it serves, appropriately-independent of police and politics, and competent in fulfilling its fiduciary responsibilities.²⁰¹

The name *Police and Public Safety Board*, proposed in the integrated model above, recognizes the nature of the *public safety web* and the need for the Board to be able to fund and utilize a variety of functions relating to safety and crime prevention.

*Public security boards have been proposed as one promising solution. With authority that spans multiple jurisdictions, these boards have the potential to oversee the full range of safety and security providers for both propriety and efficacy.*²⁰²

There is a crucial balance to be maintained between the independence of the police to undertake the operational requirements of policing and the need for civilian oversight and public accountability of the policing task. This balance is established, nationally, in provincial police acts. This separation is particularly important in the Island culture of personal connections and influence.

The major objective of arm's length oversight is the localizing of the accountability of police services to the public. However, this objective accountability must avoid interference or involvement in the day to day operational aspects of policing. Precedents such as the Blackburn

²⁰¹ Kaustinen, F. *Police Governance Reform – The Age of Enlightenment* 2016

²⁰² *Policing Canada in the 21st century: new Policing for new challenges*. The Expert Panel on the Future of Canadian Policing Models 2014, page xiii, found at http://www.scienceadvice.ca/uploads/eng/assessments%20and%20publications%20and%20news%20releases/policing/policing_fullreporten.pdf

and Campbell cases²⁰³ establish the right and obligation of the police to exercise discretion in the enforcement of the law.

The legislative intent behind the creation of a police board is to ensure that police services remain a separate and independent function, insulated from the political decision making process. Nevertheless, it is the municipal and provincial taxpayers that provide the funding for the operation of the police agencies, and this necessitates a collaborative and constructive working relationship between the Board and the municipalities and the Minister.

The composition of police boards is prescribed in Canadian provincial police acts.²⁰⁴ Generally, police boards are comprised of representatives of the jurisdiction/municipality, the minister of justice, and the community at large. Board members from the community provide the opportunity to utilize persons having a range of specialist skills and knowledge necessary for the effective functioning of the Board.

Given the focus of the Premier's letter of mandate, greater cohesion and integration will be achieved by having a PEI provincial board rather than boards for each police department. The Board must provide reasonable representation from the municipalities directly affected (with police departments); and also municipalities at large, perhaps through the Federation of Municipalities; the Minister; and the community.

Under Article 6.1 of the *Provincial Police Service Agreement 2012*, the *Provincial Minister will set the objectives, priorities, and goals of the Provincial Police Service*. It would be ideal if the Commanding Officer and/or the Chief Constable(s) reported to the same organizational point. There are precedents in municipal police service agreements being amended to allow the RCMP Officer in Charge to report to a Board rather than the CEO of the municipality.²⁰⁵ The protocols of the relationship between the RCMP Commanding Officer, the Minister, and the Board will require discussion and clarification.

In the case of an RCMP Territorial model, it is possible that the body will be an Advisory Committee. The Committee would likely serve a similar function with regards providing the perspective of Islanders, however, given the PPSA, would have no power or influence over the

²⁰³ See Appendix 10.1.1

²⁰⁴ See Appendix 10.1.2

²⁰⁵ The Municipal Police Agreements usually direct the RCMP OIC to report to the CEO, generally the mayor. Exceptions include the Codiac Regional Police Authority and the Halifax Regional Board of Police Commissioners

internal administration of the service and the Committee would advise the Minister rather than provide oversight of the agency.

In the Integrated models, the Board:

- appoints the Chief Constable and, in some cases, the deputy chief constable in consultation with the Chief Constable
- approves terms of reference for the Chief Constable
- in consultation with the Chief Constable, describes what is to be accomplished by the police through identifying objectives, priorities, and goals
- monitors the Chief Constable in the implementation of the objectives, priorities, and goals
- reviews and measures success through the outcomes

The Ontario Association of Police Service Boards considers the board's primary role to be:²⁰⁶

- directly engaging the public regarding community needs, values, and expectations
- orienting and directing strategically the police towards those community needs, values, and expectations, by creating public safety outcomes and limitations which are binding on the police,
- evaluating police organizational performance to ensure compliance with regulations and those local outcome and limitations policies. The board evaluation of the police organization is *de facto* the board evaluation of the police chief/detachment commander

In greater detail, the PEI Board's role will also include:

- seeking out and receiving input regarding the community safety needs within PEI
- monitoring the implementation of the Island-wide priorities goals and objectives of the police
- providing periodic reports as reasonably required to key stakeholders such as the Minister, the municipalities, and the community
- conducting the governance of the police agencies according to the *Police Act*
- recognizing that given the nature of the PPSA contractual arrangement, no priority, objective or goal can be intended to interfere with the internal administration of the RCMP

10.2 Board Resources

In order to be effective and independent, the Board requires an executive director, a secretariat, and independent legal advice, which could be provided on a part-time, as needed, basis. A

²⁰⁶ Letter to the Minister, March 2016

board policy and procedures manual will be required before the Board is established. Training of Board members in police governance matters will also be required.

The executive director will assist the Board in administering and coordinating its business to ensure efficiency of operation, including:

- an administrative link between the Board, the Chief Constable(s), the Commanding Officer, the Board's legal counsel, standing committees of the Board, the media, and members of the community
- managing and organizing the flow of information and documentation
- creating the agenda in consultation with the Chair and Chief Constable(s) and the Commanding Officer
- provides procedural, historical and policy information to the Board as required, and
- informing all Board members on any issues and developments upon which they may have to act

The secretariat:

- takes minutes, writes correspondence to reflect Board and committee decisions
- maintains a record of all board proceedings and correspondence
- maintains a schedule of monitoring and other reports to be received by the Board²⁰⁷

The Ministry:

- Implementation²⁰⁸
 - Develop an implementation plan
 - Establish Board representation and competences for Board members²⁰⁹
 - Develop a recruitment process for Board members
 - Issue public notice of recruitment
 - Selection of Board members
 - Develop a recruitment process for the Executive Director
 - Issue public notice of recruitment
 - Selection of Executive Director
 - Development of a Board Manual for the Board
 - Training for the Board.

²⁰⁷ It is expected that the work of the executive director and the secretariat will reduce the workload of the current Manager of Policing Services.

²⁰⁸ Development and implementation of a detailed transition plan is proposed in phase 2 of the *Review*, if pursued

²⁰⁹ There are arguments in favour of the initial appointment of Board members and the of the Executive Director

Based upon interviews conducted with oversight authorities, it is estimated that a total of 20 days of Ministry resources will be required to complete implementation, assuming, that assistance will be engaged managed by the Ministry.

Based upon interviews conducted with oversight authorities, it is estimated that a total of 2 days per month of Ministry resources will be required to provide Board support. Given that the Executive Director and the Board will be assuming some of the responsibilities of the Ministry, there is likely to be a reduction in the current resource time required by Policing Services.

In summary,

The role of the proposed Police and Public Safety Board in an integrated structure, diagram

INTEGRATION AND THE SAFETY & SECURITY WEB



INTEGRATION AND THE SAFETY & SECURITY WEB



11 Recommendations

The recommendations will have greater or lesser relevance depending on the policing model.

1 Policing Model

The Minister should determine the most appropriate policing model considering the relative benefits and direct an implementation plan.²¹⁰

2 Governance and Oversight

The Minister should, in liaison with the Police Commissioner, municipalities, and police agencies, direct the development of a governance structure which ensures a cohesive, integrated, effective and transparent policing service model which facilitates equitable policing for all Islanders.²¹¹

3 Provincial Acts

The *Municipalities Act*, the *Charlottetown Area Municipalities Act*, and the *City of Summerside Act* should be amended to remove references to policing.

The *Police Act* should be amended to include all references to policing, and authorize the Minister to dissolve and establish police departments and police services; to establish a governance and/or advisory board; and to revoke, with just cause, the appointment of any police officer.

The Minister's Directives, should be codified into the *Police Act Regulations*.²¹²

4 Integrated Island Operations Communication Centre and Police Radio Systems

The Minister should direct the establishment of an Integrated Island-wide Police Operations Communication Centre, including an integrated Island-wide P25 digital police encrypted radio system and used by all police services.²¹³

5 Integrated Police Records Management System

The Minister should direct all police departments to adopt the provincial police records management system that supports full information exchange through use of a common data standards.²¹⁴

²¹⁰ Chapter 9

²¹¹ Chapters 7 & 10

²¹² Chapters 7 & 10

²¹³ Chapter 5

6 Audit of OSCID

The Minister should direct the Police Commissioner to conduct an IT audit of OSCID to determine its effective compatibility with PROS, and compliance with the Minister's Directive.²¹⁵

7 Security Standards

The Minister should direct all police departments and the Atlantic Police Academy to adopt comprehensive security standards, policies, procedures, and clearances, equivalent to the federal standards.²¹⁶

8 UPEI Security Police

The Minister should require the UPEI Security Police Officer function to become a police department under the *Police Act* and *Regulations* reporting to a public police board, or the UPEI to enter into a service agreement with the police of jurisdiction.²¹⁷

9 Statistical Reporting

The Minister should direct all police services to report as required to Statistics Canada and other federal requirements, and to the Minister and governance authorities, including incident and crime analyses reports, crime trends, and issues of concern.²¹⁸

10 Strategic Plan

The Minister should direct all police services to jointly submit to the Minister annual jurisdictional plans for cohesive and integrated Island-wide crime suppression and prevention strategies.²¹⁹

11 Integrated Services

The Minister should direct all police services to pursue joint forces operations to address regional issues affecting more than one jurisdiction.²²⁰

²¹⁴ Chapter 5

²¹⁵ Chapter 5

²¹⁶ Chapter 5

²¹⁷ Chapter 7

²¹⁸ Chapter 5

²¹⁹ Chapter 10

²²⁰ Chapter 6

12 Criminal Record Checks

The Minister should direct all police services to conduct criminal record checks only for persons living in the police service's jurisdiction.²²¹

13 Traffic Collision Reporting

The *Highway Traffic Act* should be amended to include Internet reporting directly to the Highway Safety Division.

- the Province should develop an electronic traffic collision reporting system²²²

14 Electronic Traffic Tickets

The Minister should direct the development and implementation of electronic traffic ticketing by police.²²³

15 Police Crown Court Nexus

The Public Safety Division and Legal and Court Services Division of the Department of Justice and Public Safety should establish a joint agency task force to develop appropriate policy for witness responsibilities and evidence format.²²⁴

16 Private Security

The Minister should establish mandatory training and certification for basic security training and other private security functions.²²⁵

17 Consulting Islanders

The Public Safety Division should conduct the *Review* telephone survey on a regular basis to determine Islanders' policing and crime prevention priorities, and compare the results with previous and Statistics Canada General Social Surveys.²²⁶

Note: recommendations regarding Conservation Officers are included in the *Investigation and Enforcement (Conservation Officers) Section Operational Review. perivale + taylor* 2016.

²²¹ Chapter 6

²²² Chapter 5

²²³ Chapter 5

²²⁴ Chapter 3

²²⁵ Chapter 6

²²⁶ Chapter 3

APPENDICES

Appendices are numbered consistent with the relevant chapters

- 3.1 Persons and Organizations Consulted
- 4.1 Thirty-year Analysis of Police Service Delivery and Costing
- 9.7.1 Funding Regional Police Services
- 10.1.2 Provincial Police Acts and Governance
- 10.1.1 Police Governance Case Law

Appendix 3.1 **Persons and Organizations Consulted**

Ashley, Bob, CAO, Summerside
Baillie, Kevin, S/Sgt. RCMP
Bernard, Debbie, Finance Clerk, Lennox Island, First Nations
Boudreau, Peter, Conservation Officer
Campbell, Aaron, Director, Public Safety Division
Casely, Rowan, Mayor, Kensington
Clayton, Greg, Director, Facilities, UPEI
Collins, Richard, Mayor, Montague
Crampton, Joanne, Chief Superintendent, RCMP
Crowther, Mark, S/Sgt. RCMP
Daughton, David. Community Legal Information Association of PEI
Dean, Amada. Vice President, Atlantic. Insurance Bureau of Canada
Dewey, John, Executive Director, Federation of Municipalities
Diamond, John, Crown Attorney, Justice and Public Safety, PEI
Donald, Greg, PEI, Potato Board
Dyment, Corrine, Band Administrator, Lennox Island, First Nations
Fisher, David, CEO, Atlantic Police Association
FitzGerald, John, Cpl. RCMP
Galant, Christian. Manager, 'L' Division IT Operations, RCMP
Garrison, Gordon, Manager Policing Services, Public Safety Division
Godfrey, Robert, Federation of Agriculture, PEI
Griffin, Andrew, Corporal, Kensington Police
Hayward, Vivian. Chief Firearms Officer, Environment, Labour, and Justice PEI
Hughes, Robert, CAO, Stratford
Jones, Chris, Director of Strategic Initiatives, Tourism PEI
Kelly, Patrick. Acting 911 Provincial Coordinator
Kelly, Peter, CAO, Charlottetown
Langin, Janelle, Dispatcher, KPD
MacDonald, David, Mayor, Town of Souris
Mackie, Craig. Executive Director, PEI Association for Newcomers
MacKinnon, Christine, Acting Director, Community, Lands and Environment.
MacKinnon, Wade, Chief Conservation Officer, Justice and Public Safety
MacLauchlan, Wade, Premier
MacLeod, Edgar, Executive Director, Atlantic Police Academy
MacPherson, Terry, Manager/Departmental Solicitor, Legal Services
Martin, Bill, Mayor, Summerside
Mason, George. Senior Budget Analyst, Provincial Treasury
Matheson-Wolters, Leza, Queens Street Medical Centre
Matusiewicz, Phil. Executive Director, PEI Family Violence Prevention Services Inc.
McCarville, Kevin, CAO, Town of Cornwall
McCarthy-Joyce, Nora, Family Service, PEI
McNeill, Connie, Senior Planner and Policy Officer, Public Safety
Miner, Graham, Acting Director, Highway Safety, PEI
Mitchell, Erin. Deputy Minister & Deputy Attorney General
Mitchell, Hon. Gerard. Police Commissioner
Moore-Phillips, Mary, Councillor, Lennox Island, First Nations
Mullally, Tanya, Provincial Emergency Management Coordinator

O'Brien, David, Environment Labour and Justice
Olmstead, Stephen. Manager, Government Relations. Insurance Bureau of Canada
O'Malley, Danya. Operations Manager, PEI Family Violence Prevention Services Inc.
Peters, Joe, Det./Sgt, Summerside
Pharand, Mark, Manager of Security Services, UPEI
Poirier, David, Chief of Police, Summerside
Power, Dave. NPSS Security
Ramjattan, Matilda, Chief, Lennox Island, First Nations
Richard, Roland, Conservation Officer
Rossiter, Dave, Fire Marshall, PEI
Roy, Denis, Inspector, RCMP
Smith, A. Paul, Chief of Police, Charlottetown
Spencely, Ken, S/Sgt, RCMP
Steadman, Roger, Parks Canada
Stetson, Paul. Manager/Senior Investigator, Office of the Police Commissioner
Sutherland, Lewis, Chief of Police, Kensington
Taylor, Ron, Operations, Programs and Security, Environment, Labour, and Justice PEI
Turpin, Judy, Court Services Manager, PEI
Wilbert, Paul, President, PEI ATV Federation Inc.
Young, James, Director, Communities, Land and Environment

Appendix 4.1 Thirty-year Analysis of Police Service Delivery and Costing

The *Thirty-year Analysis of Police Service Delivery and Costing: "E" Division* study from the University College of the Fraser Valley²²⁷ concluded the following

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

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

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.

Consequently, there is a need for more effective service and business practices and cost efficiencies.

²²⁷ Plecas, Darryl. Brantingham, Paul. Brantingham, Patricia. Tinsley, Paul, et al. A 30 Year Analysis of Police Service Delivery and Costing: "E" Division. School of Criminology and Criminal Justice, University College of the Fraser Valley

Appendix 9.7.1 Funding Regional Police Services

Example 1

Each municipality's share of the police costs will continue to be allocated annually to each municipality based on the converted value of land and improvements, including properties exempted from taxation, assessed for hospital district purposes in their respective municipalities in each budget year.²²⁸

Example 2

Regional Police Service serving three municipalities. The funding formula was based on the RCMP SARPLE workload analysis process.²²⁹

Example 3

The City and the Township entered into a new cost sharing formula in September 2007. The cost sharing formula is based on 75% of the five-year rolling average criminal code cases and 25% based on population. For new hire additional officers, the cost sharing formula is based on 75% of the 5 year rolling average criminal code cases above the standard of 90 cases per officer for the combined detachment and 25% based on the combined population above the standard 1:700 police to population ratio. The sharing of the costs of municipal employees who work at the RCMP detachment is based 75% on the contract strength for the number of RCMP officers and 25% on proportional general property assessments. In essence, there is a funding formula for RCMP contracted services and one for municipal employees.²³⁰

Example 4

The District contracts the Royal Canadian Mounted Police (RCMP) to provide police services through the Detachment. The District shares municipal police services costs with the District [2], resulting in savings for residents of both communities.²³¹ The main buildings are located in District 1 and are owned by the District. A rent is calculated for the buildings and each municipality pays its proportional share according to population – a roughly 80/20 split. Other operating costs, including municipal employees, are shared on the same basis. With respect to RCMP member costs, there is no formal agreement in place – each community supplies and pays for its own police officers, though it is acknowledged that all officers work as one team.²³²

²²⁸ Financing and Accounting Agreement for Amalgamated Police Services

²²⁹ *perivale + taylor* Review Report

²³⁰ Source City

²³¹ Municipal website

²³² District 1

Example 5

The Town's authorized police strength represents 15% of the police detachment and the population, and the Town's funding share also represents 15% of the detachment's budget.²³³

Example 6 Los Angeles Sheriff Department

The LASD is responsible by charter, to provide municipal police services to the one million residents in the unincorporated communities throughout Los Angeles County. In addition, forty of the county's eighty-eight cities contract with the Sheriff's Department to provide local police protection. These cities, ranging in population from 700 to 150,000, and in size from 1 to 100 square miles, represent very diverse communities with equally diverse needs. Services can be provided on a regional basis with other communities, with the benefits of cost sharing, or on a fully dedicated basis.²³⁴ Cost-shared patrol services are based on police time; the contract provides for defined amounts of police time in the jurisdiction, and in the event additional police time is required the additional time is tracked and billed to the jurisdiction.²³⁵

²³³ *perivale + taylor* review report

²³⁴ LASD website

²³⁵ LASD

Appendix 9.7.1 continued

Example of an Order in Council Dissolving a Police Department and Establishing an Amalgamated Police Department

Province of British Columbia

Order of the Minister of Public Safety and Solicitor General

Ministerial Order No. M 365

Victoria and Esquimalt Municipal Policing

Reorganizational Order

1 *In this order:*

“amalgamated board” means the municipal police board established by section 3 (1)

“amalgamated department” means the municipal police department established by section 5 (2)

3 (1) *An amalgamated board is established consisting of the following members:*

- (a) the mayor of the City of Victoria*
- (b) the mayor of the Township of Esquimalt*
- (c) a member appointed by the council of the City of Victoria*
- (d) a member appointed by the council of the Township of Esquimalt*
- (e) five members appointed by the Lieutenant Governor in Council*

(2) *The chair of the amalgamated board is the mayor of the City of Victoria*

(3) *The vice chair of the amalgamated board is the mayor of the Township of Esquimalt*

Powers, duties and functions of the amalgamated board

4 (1) *This section is effective January 1, 2003*

(2) *The powers, duties and functions under the Police Act and the regulations under the Police Act of the municipal police board for the City of Victoria and for the municipal police board for the Township of Esquimalt are transferred to the amalgamated board.*

Amalgamated department established

5 (1) *This section is effective January 1, 2003*

(2) *The municipal police department of the City of Victoria and the municipal police department of the Township of Esquimalt are amalgamated to establish an amalgamated municipal police department for both the City of Victoria and the Township of Esquimalt*

Appendix 10.1.1 Police Governance Case Law

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

"I have no hesitation in holding that, like every constable in the land, the Commissioner should be, and is, independent of the executive. He is not subject to the orders of the Secretary of State, save that under the Police Act 1964 the Secretary of State can call on him to give a report, or to retire in the interests of efficiency. I hold it to be the duty of the Commissioner of Police, as it is of every chief constable, to enforce the law of the land. He must take steps so to post his men that crimes may be detected; and that honest citizens may go about their affairs in peace. He must decide whether or not suspected persons are to be prosecuted; and, if need be, bring the prosecution or see that it is brought; but in all these things he is not the servant of anyone, save of the law itself. No Minister of the Crown can tell him that he must, or must not, keep observation on this place or that; or that he must, or must not, prosecute this man or that one. Nor can any police authority tell him so. The responsibility for law enforcement lies on him. He is answerable to the law and to the law alone."

This is one of the few high court decisions focusing exclusively on the reporting relation of the police. Although the doctrine is not without its critics it does provide a separation of powers for the oversight authority and the chief officer and individual constables.

The Supreme Court of Canada in 1999 echoed the Denning decision.²³⁶

"A police officer investigating a crime occupies a public office initially defined by the common law and subsequently set out in various statutes and is not acting as a government functionary or as an agent. Here, the only issue was the status of an RCMP officer in the course of a criminal investigation and in that regard the police are independent of the control of the executive government."

²³⁶ *R. v. Campbell*, [1999] 1 S.C.R. 565 Found at http://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/policy_part/meetings/pdf/Stenning.pdf

Appendix 10.1.2 Provincial Police Acts and Governance

Other than PEI and Newfoundland, the Canadian provincial police acts mandate a police authority and prescribe the membership.

Nova Scotia

Requirement for board of police commissioners

44(1) Every municipality that establishes a municipal police department pursuant to Section 36, 84 or 85 shall, by by-law, provide for a board of police commissioners.

(2) Where a municipal police department is established pursuant to Section 36, the board consists of five or seven members.

(3) A five-member board appointed pursuant to subsection (2) consists of

- (a) two members of council appointed by resolution of the council;*
- (b) two members appointed by resolution of the council, who are neither members of council nor employees of the municipality; and*
- (c) one member appointed by the Minister*

New Brunswick

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

7(4) Subject to subsection (7), a board shall consist of

- (a) one or more persons who are ordinarily resident in the municipality, appointed by the Minister,*
- (b) one or more members of council, one of whom shall be the mayor or a person designated by the mayor,*
- (c) one or more persons appointed by the council who are ordinarily resident in the municipality but who are not members of council, and*
- (d) the chief of police, ex officio, who shall be a non-voting member.*

7(5) The Board shall select a chair from among its members.

17.01(2) An agreement whereby a regional policing authority is established shall make provision for

- (c) the composition of the regional policing authority which shall consist of
 - (i) one or more members representing each municipality that is a party to the agreement, at least one of whom shall be a mayor or a councillor and all of whom shall ordinarily reside in the municipality, and
 - (ii) one or more persons ordinarily residing in the region appointed by the Minister

Ontario

27. (1) There shall be a police services board or, as provided in subsection 5 (3), one or more police services boards, for every municipality that maintains a police force.

(5) The board of a municipality whose population according to the last enumeration taken under section 15 of the *Assessment Act* exceeds 25,000 shall consist of,

- (a) the head of the municipal council or, if the head chooses not to be a member of the board, another member of the council appointed by resolution of the council;
- (b) one member of the council appointed by resolution of the council;

- (c) one person appointed by resolution of the council, who is neither a member of the council nor an employee of the municipality; and
- (d) two persons appointed by the Lieutenant Governor in Council.

Manitoba

26(1) Every municipality that operates a police service must establish and maintain a police board in accordance with this Division.

30(1) The council of a municipality must establish the size of its police board by by-law. The police board must

- (a) consist of at least three members, in the case of a municipality with a population of 5,000 or less;*
- (b) consist of at least five members, in the case of a municipality with a population over 5,000; or*
- (c) consist of at least seven members, in the case of the City of Winnipeg.*

30(2) Subject to subsection (3), one member of a police board is to be appointed by the Lieutenant Governor in Council, and the other members are to be appointed by the council.

30(3) In the case of the City of Winnipeg, two members of the police board are to be appointed by the Lieutenant Governor in Council, and the other members are to be appointed by the council.

Saskatchewan

27(1) Unless the minister directs otherwise in writing, a municipality:

- (a) that has a population of 5,000 or more; or*
- shall establish, by bylaw, a board of police commissioners.*

(4) A board is to:

- (a) consist of at least three board members appointed annually by the council;*
- and*
- (b) include the mayor of the municipality and:*
 - (i) where the board consists of three board members, one member of the council in addition to the mayor and one other person, other than a member of council, as a member at large; and*
 - (ii) where the board consists of more than three board members, two members of the council in addition to the mayor and two or more other persons, other than members of council, as members at large.*

Alberta

27(1) A municipality that has assumed responsibility for establishing a municipal police service under section 4(2)(d) or (5)(c) shall establish and maintain an adequate and effective municipal police service under the general supervision of a municipal police commission.

(3) A commission shall consist of not fewer than 3 nor more than 12 members.

(4) If

- (a) 4 or fewer members are appointed under subsection (2), one of them may be a member of the council or an employee of the municipality, or*
- (b) 5 or more members are appointed under subsection (2), 2 of them may be members of the council or employees of the municipality.*

British Columbia

23 (1) Subject to the minister's approval, the council of a municipality required to provide policing and law enforcement under section 15 may provide policing and law enforcement by means of a municipal police department governed by a municipal police board consisting of

- (a) the mayor of the council,
- (b) one person appointed by the council, and
- (c) not more than 7 persons appointed, after consultation with the director²³⁷, by the Lieutenant Governor in Council.

²³⁷ Director of Police Services, who reports to the Solicitor General