

White Paper on the

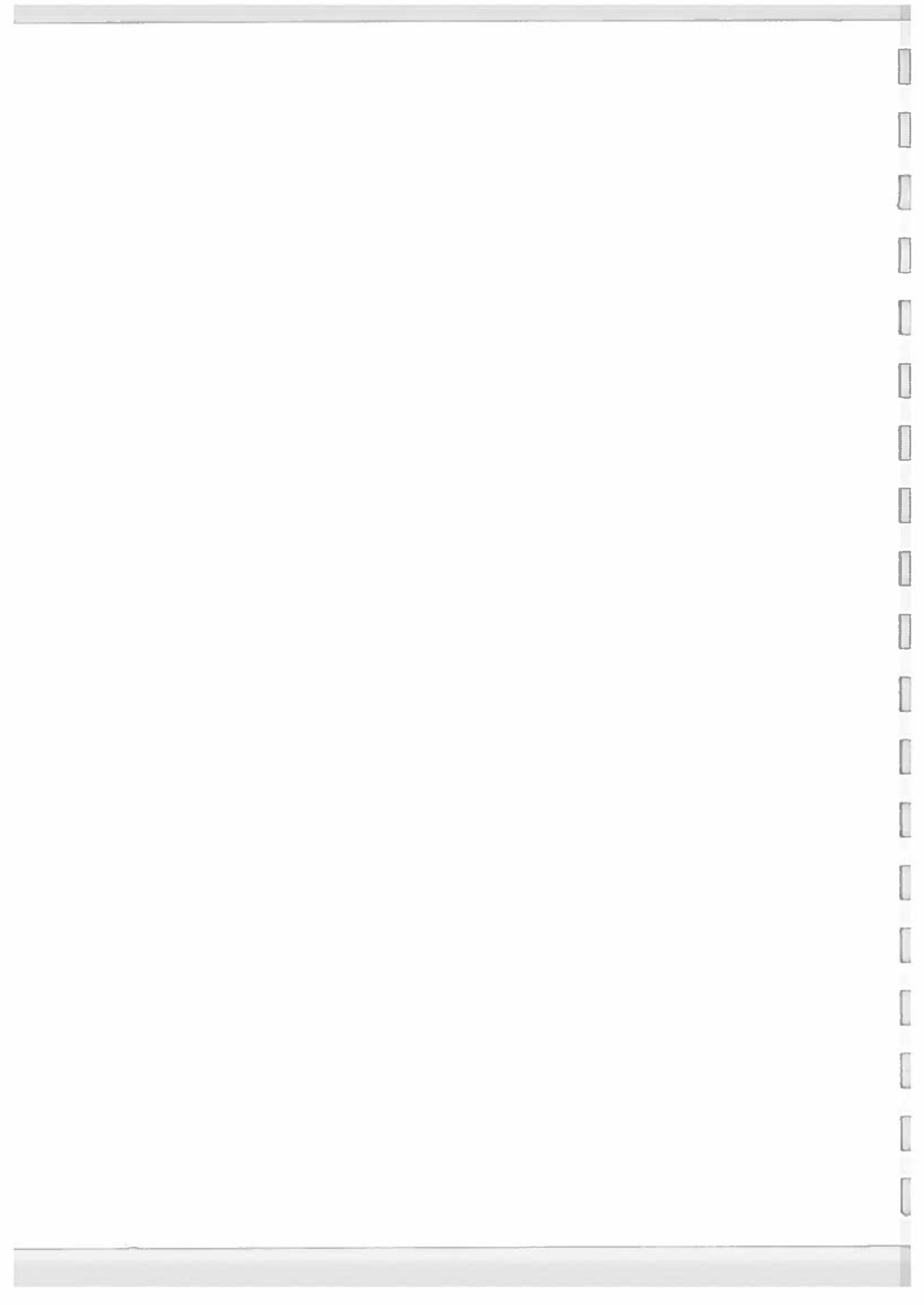
*Development of  
a Policing Plan  
for Nova Scotia*

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# INTRODUCTION

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In June 1996 the Minister of Justice announced a process to develop a Policing Plan. The first stage of this process involved a series of strategic planning sessions. Those involved in the planning sessions were asked to examine the issues and make recommendations on the financing of police services, police functions, structure of police services, civilian governance, and adequacy of police services.

Planning sessions were held with the following groups:

- ▶ **Nova Scotia Association of Chiefs of Police:** The Association represents both municipal and RCMP police managers. The NSPC held six planning sessions over a period of ten days, and made thirty-three recommendations. Recommendations to the Minister of Justice are attached as Appendix "A".
- ▶ **Nova Scotia Association of Police Boards:** The Association represents municipal Boards of Police Commissioners. NSPB held two separate planning sessions over two days. The Association's analysis and twelve recommendations are attached as Appendix "B".
- ▶ **UNSM/Department of Justice Advisory Committee on RCMP Policing:** The Committee represents municipalities with RCMP policing, and comprises both administrators and elected officials. UNSM held two planning sessions over two and half days. The committee's analysis and thirteen recommendations are attached as Appendix "C".

Background interviews were conducted with all municipal Boards of Police Commissioners and Chiefs of Police. The Halifax Regional Police, and the Cape Breton Regional Police made submissions on the Policing Plan.

The purpose of this paper is to analyse the issues and recommendations raised during the planning sessions, and to develop a series of options for the Policing Plan. The object has not been to provide specific recommendations, but to identify some pragmatic options.

The recommendations made at the planning sessions formed the foundation of this paper. Recommendations were grouped by issue, then categorized as short or long term.

Short term issues were viewed as requiring immediate action or action by the year 2000. Ten issues were categorized as short term:

- \* Municipal Consultation and Accountability
- \* Provincial/Municipal Policing Responsibility
- \* Central Support Services
- \* Equitable Allocation of RCMP Costs
- \* Structure of Police Services
- \* Audits
- \* Governance
- \* Police Officer Right to Strike
- \* Police Recruiting
- \* Training

Long term issues were viewed as requiring action beyond the year 2000 or not at all. Seven issues were categorized as long term:

- \* Auxiliary Policing
- \* Proceeds of Crime
- \* Escalating Court Costs
- \* Communications and Automation
- \* Standards
- \* Budgeting/Wages/Benefits
- \* Police Act Changes

This paper will form the basis of a wider consultation. Once that process is complete, the Minister of Justice will propose a Policing Plan.

## ***SHORT TERM ISSUES***

**The issues contained on the following pages were deemed to be issues requiring immediate action or action by the year 2000.**



## **ISSUE: MUNICIPAL CONSULTATION AND ACCOUNTABILITY**

### **CONSULTATION RECOMMENDATIONS**

- UNSM1 The Nova Scotia Minister of Justice establish a standing committee composed of representatives from the Province and Municipalities to oversee municipal policing.
- UNSM The Nova Scotia Minister of Justice amend the current police planning process to include consultation of the final report on the Policing Plan prior to adoption or implementation of any portion of it.
- NSCP2 The Nova Scotia Minister of Justice create ongoing dialogue with Municipal Police Boards, along with RCMP Advisory Committees, in establishing and implementing regulatory standards and respective costs.

### **ANALYSIS**

Policing in Nova Scotia is a partnership between municipal and provincial governments. Municipalities are responsible for maintaining an adequate and effective police service for their communities<sup>3</sup>. The Minister of Justice has the constitutional and statutory responsibility to ensure that an adequate and effective level of police service is maintained throughout the Province<sup>4</sup>.

The Minister's regulatory responsibility has been at the centre of municipal frustration echoed in the statement "having to pay, but having no say." Municipalities suggest standards are implemented without consideration of the cost. They point to provincial decisions respecting family violence training, 9mm pistols, use of force training, and audits as examples of decisions that have strained the resources of even the largest departments. It should also be noted that Justice is just one of several provincial departments making similar demands upon municipal resources.

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<sup>1</sup> UNSM -UNSM/Dept. of Advisory Committee on RCMP Policing

<sup>2</sup> NSCP - Nova Scotia Association Of Chiefs of Police

<sup>3</sup> *Police Act*, R.S.N.S 1989, c.348,s.12.

<sup>4</sup> *Police Act*, R.S.N.S 1989, c.348, s.3A.



Although the Minister of Justice has the ultimate responsibility for policing, it must be recognized that decisions on policing must reflect municipal realities. Open and honest dialogue is critical. Some decisions to improve the effectiveness and efficiency of policing will conflict with other municipal priorities, but greater understanding of the issues will lead to better solutions.

The UNSM/Department of Justice Advisory Committee on RCMP Policing has proven to be a very valuable forum for consultation on the delivery of RCMP services. A similar committee on municipal policing, or policing generally, could accomplish similar results. This committee would be mandated to act, in an advisory capacity, on the implementation of provincial standards and other initiatives.

### **OPTIONS FOR THE PLAN:**

1. *The Minister of Justice establish a Municipal Policing Advisory committee to foster ongoing consultation on the development and implementation of provincially mandated standards and other initiatives.*
2. *The UNSM/Department of Justice Advisory Committee on RCMP Policing continue to play this role for the RCMP.*
3. *The Minister of Justice establish a committee that combines the committees in Option one and two into one committee mandated to look at policing issues generally.*

**ISSUE: PROVINCIAL/MUNICIPAL POLICING RESPONSIBILITY****CONSULTATION RECOMMENDATIONS**

UNSM The Nova Scotia Minister of Justice establish a process to clearly define both the financial and operational roles and responsibilities of the Province and municipal governments regarding ongoing delivery of policing services.

UNSM The Nova Scotia Minister of Justice, through consultation between municipal government and the Nova Scotia Chiefs of Police Association, establish standards for the discharging of policing responsibilities falling under municipal and provincial areas of jurisdiction.

NSPB5 The Nova Scotia Ministers of Justice, in consultation with municipalities, establish an appropriate standard of police service, including funding guidelines involving all levels of government, sufficient to ensure equity in funding and police services to all residents of Nova Scotia.

NSCP It is accepted that the minimal standard, as established by the Nova Scotia Minister of Justice, in consultation with individual Police Boards, taking into consideration demographics, crime rates, case burdens, overtime requirements, response time, community expectations, trends and crime prevention, shall reflect the priorities, objectives and goals of the community served.

~ *All citizens are entitled to equal and professional policing; however, not every community requires a full range of police services to be available on site, but support and specialized functions need to be available to all police services.*

**ANALYSIS**

Although all municipalities are required to provide their own policing, no two are required to provide the same services. There is a need to clarify which police functions are the responsibility of the municipalities to provide and which are provided by the Province. Municipalities want a clear definition of the services they must provide.

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<sup>5</sup> NSPB - Nova Scotia Association Of Police Boards

Some municipalities receive certain services from the Province, while other municipalities must provide the same services at their own cost.

If municipalities are expected to make long range policing plans, they must be able to identify with certainty the services they must provide. The Policing Plan should articulate both provincial and municipal responsibilities. This will require the establishment of core police functions that must be provided by all municipalities.

The Province of Nova Scotia has embraced the philosophy of Community-Based Policing and the development of core police functions must reflect that philosophy. In that regard, it is necessary to broaden the definition of police work beyond the traditional law enforcement functions. Although the traditional functions are important, they must be enhanced with community participation and problem solving.

The following functions, or capabilities, should be considered core functions:

1.     **Response:**             Ability to respond to calls for service including a preventive patrol function.
2.     **Enforcement:**        Ability to enforce of all federal, provincial, and municipal statutes.
3.     **Crime Prevention:**    Ability to develop a crime prevention strategy with the necessary resources to implement crime prevention initiatives.
4.     **Crime Solving:**        Ability to investigate violations of Criminal Code and provincial statutes, including major crimes.
5.     **Public Education/  
Consultation:**            Ability to develop mechanisms to inform and educate the public about crime and disorder problems in their community and encourage community involvement.
6.     **Referral:**             The ability to develop partnerships with other community and social agencies to maximize community resources in problem solving.

## **OPTIONS FOR PLAN**

1.     *Articulation by Minister of Justice, of the policing services that will be provided to all Nova Scotians by the Provincial government.*

2. *In conjunction with Option one, that the Minister of Justice require all municipalities to deliver a standard of policing consistent with the six core policing functions: Enforcement, Crime Solving, Response, Crime Prevention, Education/Consultation, and Referral.*
3. *In conjunction with Options one and two, that the Minister of Justice commit to consulting with municipalities and police professionals on the distribution of policing responsibility.*



## ISSUE: CENTRAL SUPPORT SERVICES

### CONSULTATION RECOMMENDATIONS

UNSM The Nova Scotia Minister of Justice, with reference to the Solicitor General's Report of April 1993 (Table 7, Page 14) quantify the impact of consistent application of provincial policing services responsibilities, and as a result thereof:

- ~ *the Province of Nova Scotia assume full responsibility, or alternately;*
- ~ *in consultation with the municipal units, distribute centralized services costs to municipal government based on an equitable formula, and;*
- ~ *in either case, adhere to the principal revenue/costs neutrality underlying the 1995 Provincial/Municipal Service Exchange.*

NSPB The Nova Scotia Minister of Justice, with reference to the Solicitor General's Report of April 1993, clearly identify centralized services (provincial and federal government) and accept full responsibility of its funding throughout the Province.

NSCP The Nova Scotia Minister of Justice guarantee access to support and specialized services across the Province by enhancing the support and relationship between the Provincial and Municipal Police Services and, furthermore, that the Province of Nova Scotia guarantee access and accept fiscal responsibility for support and specialized services formalized by a Memorandum of Understanding. N.S.C.P.A. recognizes that:

- ~ *All citizens are entitled to equal and professional policing, however, not every community requires a full range of police services to be available on site, but support and specialized functions need to be available to all police services.*

### ANALYSIS

It is not enough to dictate that municipalities deliver a core group of functions. Police agencies must have the necessary support and specialized services to support those functions. Response capability is incomplete without an effective plan to provide crowd control and dog services when required. Who should provide such services is at the heart of the debate on central services.

It is difficult to define the term "central services" with any certainty. It means different things depending upon your point of view. For the purposes of this paper central services refers to a pool of RCMP services that is funded by the Province to support policing in Nova Scotia. This pool can be divided into three categories: 1) organizational positions to support the Provincial Policing Agreement; 2) provincial services, and; 3) central support services. (See the Table below for details.) It should be noted that not all RCMP support services are included in this pool. Services such as the Emergency Response Team (ERT) are mobilized from membership that is funded by either Federal, Provincial or Municipal resources.

<i>Provincially Funded RCMP Pool</i>	
<b>Service</b>	<b>Regular Members</b>
<i>Organizational Positions</i>	
O.C's/Asst. O.C.	5
Sub/Division NCO's	4
OIC Contract Policing	1
Informatics Field Support	2
Criminal Operations/Readers	6
Divisional Crime Prevention & Victim Services	2
<i>Provincial Services</i>	
Highway Patrol	91
Commercial Crime Section	9
Casino Task Force	13
Casino Intelligence Section	2
Gaming Task Force	2
Divisional Telecomms	11
<i>Central Support Services</i>	
Forensic Ident	19
Sub/Division Dog Section	5
Sub/Division GIS	13
Divisional Polygraph	2
Divisional Traffic Services	2
Special 'I'	1
Crime Stoppers	1
<b>TOTAL</b>	<b>191</b>

Central support services are used to support RCMP detachments and small municipal police forces. The large and medium size municipal police forces must provide their own support services. There is a need for a standard that distinguishes between those that receive support services from the Province and those that do not.

The policing of municipalities can be divided into three types based on who receives central support services:

- BASIC:** Provide a patrol and investigative function. All support services and major crime investigations provided by the Province at no cost. All RCMP Detachments and small municipal departments provide at least a basic service.
- ENHANCED:** Provide basic service plus some support services. Bridgewater Municipal Police and Amherst Municipal Police have major crime units, but receive other support services from the Province. New Glasgow Municipal Police and Truro Municipal Police provide a full range of services and rarely require the assistance of outside agencies. Larger RCMP Detachments also provide investigative services.
- FULL:** Regions of Halifax and Cape Breton provide a full service to their communities. (Including in Halifax such highly specialized services as an Emergency Response Team, Bomb Disposal and Technical Surveillance.)

Although the regional municipalities of Cape Breton and Halifax have the most resources invested in their own support services, they also receive the largest benefit from the central service pool. They have the two largest RCMP contingents in the Province.

The implications of this system are evident when you consider how a murder would be investigated. In a municipality that provides a basic service, investigators and support services from the central service pool would be called in to handle the investigation at no cost to the municipality. In municipalities that provide an enhanced or full service, most, or all the cost of the investigation is absorbed by the municipality.

It is important to consider how the current system evolved. Before Provincial Municipal Service Exchange, the Province was financially responsible for the Provincial Policing Agreement and the RCMP developed central services as they required to fulfil their responsibility as the Provincial Police Force. Providing the support services to RCMP municipal contracts and small municipal forces was simply a matter of allowing them to use excess capacity. The primary responsibility of central services is to support RCMP policing in Nova Scotia. Large municipal departments, like Halifax, Sydney, and Dartmouth also developed their own support services as needed. Medium size forces also developed some central services.

Implementation of Service Exchange shifted the cost of municipal policing to municipalities, but the municipal cost of central services was not redistributed. The decision not to allocate these costs has created inequity among municipalities, where some do not bear the true cost of the policing services they receive. There is some demand for this to be addressed.

Some municipalities submit that central services should and must be provided by the provincial government on the basis that municipalities cannot support major crime investigations and specialized services. They also point to the *Report of the Interdepartmental Committee on Municipal Reform June 1993* that in their view identified central services as provincial responsibility. On reading the report closely, it does not suggest specialized or support services are a Provincial responsibility, but that RCMP centralized services should remain a Provincial responsibility so as not to erode the viability of the RCMP as the provincial police.

The *Police Act* mandates each municipality to maintain an adequate and effective police force at its expense in accordance with its needs. Specialized and support services are necessary to provide an adequate and effective police service. Municipalities have recognized this by investing approximately \$6,000,000 annually to ensure their municipal police forces have the necessary specialized and support services required to provide an effective service.<sup>6</sup> There is a further \$1,500,000 in RCMP General Investigation Services funded by municipalities. Municipal investment exceeds the resources committed to similar services in the central pool.

The ability to provide support and specialized services does not necessarily mean that the services must be developed on site. Depending on the availability of such services, it may be more appropriate to develop them on a shared basis or contract with another agency. Having said that, municipalities should be able to demonstrate on the basis of location, response time, and protocol that contracting the services is an effective and efficient option.

A further argument is that central services are funded at the provincial level to ensure a strong provincial police service. The Province should support, through central services, those municipalities who have RCMP services because they indirectly support the provincial police service.

This argument deserves some consideration, but some questions need to be answered. Is there a distinction between the RCMP as the provincial police and the RCMP as a direct municipal contract? Should there be partial cost recovery?

The RCMP must be able to build a strong pool of specialized and support services to support both their municipal and provincial policing responsibilities. Their ability to spread the cost of services over a wider base is exactly what makes RCMP service attractive to many municipalities.

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<sup>6</sup> A survey of municipal police forces, conducted as part of this process, estimated that municipalities have invested in excess of \$6,000,000 in similar support services as those included in central support services.



The question is whether the cost of RCMP services to municipalities should reflect the cost of the support services they receive?

Central support services are not the only manner in which the Province supports municipalities with RCMP policing. The cost of RCMP organizational positions are also absorbed by the Province.

Cost is not the only consideration in opting for RCMP service; the RCMP recognize the obvious advantages of being both the provider of central services and local policing. The RCMP point out clients enjoy the benefit of a synergy between local and support services.<sup>7</sup>

Those who have developed their own major crime units and support services see the provision of central support services as a provincial subsidy to small municipal forces and RCMP policing. They suggest that some municipalities pay twice for the same service, through municipal taxes to supply their own services, and through provincial taxes to support a service they do not use.

It has been suggested that if the Province decides to recover the cost of central services, costs should be allocated to all the users on a per capita basis. This model would work well if all municipalities used the same services. Special arrangements would have to be made for those agencies that only wanted to use specific services. If municipalities are required to pay for support services they will demand more accountability and greater access to those services.

The issue of central services must be resolved equitably if policing is to move forward; if not resolved it will continue to simmer. Consider these questions. Will future amalgamation of police forces require that they provide these services as they become the same size as those that provide them now? Can agencies which provide them now revert to central services if they can no longer afford them? Municipal police forces have been clearly informed that there is no going back. What about those municipalities with RCMP GIS units? Can they be disbanded or reassigned in favour of free services from the central pool? If the RCMP expand either geographically or within existing areas, who will absorb the resulting increased cost of central services that is sure to occur once the provider of central services and local policing is one entity? Will any serious effort be made to improve the delivery of policing when some municipalities do not have to consider the true cost?

Nova Scotia is not alone in attempting to find an equitable solution to this problem. Ontario has also been conducting a similar review process from which certain reforms have been announced. Legislation has been proposed to ensure all municipalities directly contribute to the cost of the police services in their community.

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<sup>7</sup> RCMP POLICING IN NOVA SCOTIA "AN OVERVIEW OF RCMP SERVICES" 1996, p.40

The changes are intended to introduce "fairness for all taxpayers." Consistent with the principle of fairness in financing, the *Ontario Police Services Act* will be amended to allow for the recovery of costs for investigative and support services provided to municipalities by the OPP.<sup>8</sup>

The face of policing has changed dramatically over the last ten years. Tasks that were once considered specialized are now a routine part of police duties, while new advances in technology continue to develop entirely new specialized areas. We must ask what will be the future direction of central services? The RCMP have requested that central services be increased to support the increasing trend toward large scale complex investigations like Westray and institutional abuse. Apparently, the present pool of provincial investigators is insufficient to support such investigations without compromising other provincial duties. There will be more requests to enhance central services in other areas. Considering the increasing demand, it may be time to review central services.

### **OPTIONS FOR PLAN**

1. *All municipalities assume the cost of the central services they use. Municipal police forces be provided services on a cost recovery basis, and the cost of RCMP services to municipalities reflect the cost of central services.*
2. *The Minister of Justice continue to support central services for those municipalities who are policed by the provincial police in consideration of their indirect support of the provincial police, but not at 100% of the cost. All other municipalities policed under a direct RCMP contract, or by a municipal force, be provided services on a cost recovery basis.*
3. *The Minister of Justice commit that any savings realized from a redistribution of costs be redirected to enhance central services for the benefit of all Nova Scotians.*
4. *The Minister of Justice commit the cost of central services will be allocated on an equitable basis if it is determined that such costs should be redistributed.*

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<sup>8</sup>

See News Release, Ontario Ministry of the Solicitor General, January 14, 1997, Toronto: *Amended Police Services Act Introduces Taxpayer Fairness.*

**ISSUE: EQUITABLE MODEL OF ALLOCATING RCMP COSTS****CONSULTATION RECOMMENDATIONS**

- UNSM The Nova Scotia Minister of Justice, in conjunction with the Minister of Municipal Affairs and UNSM, ensure an equitable means of allocating the costs of municipal policing.
- UNSM The Nova Scotia Minister of Justice incorporate a mechanism which would allow municipal units control over non-personnel budgetary items associated with RCMP detachments providing municipal policing services.
- UNSM The Nova Scotia Minister of Justice, in conjunction with the RCMP, immediately develop and implement an accounting and reporting system that will accurately identify and allocate fixed and operating costs based on the level of service actually provided to each level of government or contracting partner.
- UNSM The Nova Scotia Minister of Justice undertake a study to establish a formula that considers all variables in policing services.

**ANALYSIS**

Since the implementation of Service Exchange, the Province has been allocating the cost of RCMP services on the basis of the number of officers serving each municipality.

It has been suggested that this may not be the most equitable method of allocating costs. Allocating costs on a per capita, or assessment basis, have been put forward as alternatives. The trouble with any costing method is that there will always be perceived winners and losers. In the end, the per officer method may prove to be the best method, but other equitable methods should be explored.

There is a perception that the global method of costing RCMP services creates some specific problems that should be considered. Unlike municipal police forces, the only way to reduce the cost of RCMP services at the municipal level is to eliminate a position. Any effort to save money by consolidating provincial RCMP services in a local area is shared by all RCMP clients throughout the Province. For example, if communities agreed to combine two detachments, any savings realized would be shared on a per officer basis throughout the Province rather than in the local area.

Many municipalities are attracted to RCMP services because costs are spread out over a much wider tax base than is available to them. What effect would allocating costs locally have on the wider base?

RCMP services are purchased under contract for a specified price. The ability to influence cost must be consistent with that contract. The Provincial Policing Agreement provides that the RCMP control the internal operations of the RCMP. There is limited ability to influence the internal operations of the RCMP. When services are purchased under contract, they are purchased under specified conditions. The conditions are accepted because the advantages of hiring the service outweigh the disadvantages related to accepting the conditions.

### **OPTIONS FOR PLAN**

1. *The Minister of Justice commit to, in conjunction with Municipalities, review the allocation of RCMP costs to ensure an equitable distribution.*
2. *The Minister of Justice commit, in conjunction with the RCMP, to immediately develop and implement an accounting and reporting system that will accurately identify and allocate fixed and operating costs based on the level of service provided to each level of government or contracting partner.*

 **ISSUE: STRUCTURE OF POLICE SERVICES****CONSULTATION RECOMMENDATIONS**

- NSPB The Nova Scotia Minister of Justice, through his resources and influence, encourage greater cooperation in sharing services and information between the R.C.M.P. and municipal police services.
- NSPB The Nova Scotia Minister of Justice, in considering any future restructuring of police services, shall ensure that there is full participation of parties affected in the planning process in order to ensure a desired level of services with optimum use of the resources available. Any such exercise can only succeed if there is full disclosure of all relevant information, including costs, in an atmosphere of trust and cooperation.
- NSCP The Minister of Justice take steps to ensure that all police personnel be utilized in the event of any rationalized police services.

**ANALYSIS**

Amalgamation of municipal police forces has been encouraged by the Department of Justice for the last few years. At least two major comprehensive reviews of policing in Nova Scotia have recommended amalgamation.<sup>9</sup>

The regionalisation of municipal police forces in the Metro Area, Cape Breton County, Pictou County, Annapolis Valley, and Lunenburg County was recommended in the Green Report in 1981<sup>10</sup>. The municipal police forces in Metro and Cape Breton were amalgamated as part of municipal amalgamation. Westville and New Glasgow police forces have also amalgamated, as have the Lunenburg/Mahone Bay police forces. To date the mergers have proven to be successful. The expansion of these mergers to include the remaining municipal police forces in Pictou and Lunenburg counties should also be considered.

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<sup>9</sup> Judge Nathan Green, *Report of the Commission to Review the Police Act & Regulations*, 1981 (See Also : Report on The Royal Commission on the Donald Marshall, Jr., Prosecution 1989 Vol 1 Recommendation #77)

<sup>10</sup> *Ibid*, pp. 71-74.

The Valley has been examining the amalgamation of municipal police forces from Hantsport to Middleton. The Valley police proposal is intended to protect the integrity of small town policing, while reaping the advantages of consolidating services. The municipal police forces in Springhill and Amherst could also benefit from some sort of amalgamation or sharing of services.

Many of the reasons for amalgamation in 1981 persist today. In a 1993 address to the annual meeting of the Nova Scotia Police Boards, Dr. Christopher Murphy gave an excellent summary of the merits of regionalisation of police forces. He stated:

*Regionalisation has recently become attractive to governments and the police as a response to the costs of meeting ongoing and increasing demand for new and sometimes better police services.*

*Regional policing is usually proposed 1) as a way of saving money or being more cost effective and 2) a way of improving local police services without incurring new expenditures.*

- 1) *The issues of cost effectiveness: proponents argue that consolidating police services provides long run cost saving for a municipality produced by the economies of scale. This is done by eliminating duplication of certain functions, by centralizing things such as communications, records and training costs, by reducing the number of ranks, overtime costs, fewer buildings, cars, it lowers capital expenditures and provides greater purchasing power.*

*Studies demonstrate that the results re cost savings have been mixed. Initial amalgamation costs are typically high. There are potential savings, but typically these savings are re-allocated for new services. So don't look for dramatic savings especially in the short run, nor necessarily in the long run as you may spend those savings in order to get more policing for the same dollar.*

- 2) *Perhaps the more important argument for regionalisation is that it will provide more effective or new police service to your community. The argument assumes that a larger police force with more human and technical resources, can do more things and do them better than a small police force with restricted resources and capabilities.*

- *It is that argued regional policing can provide better communication and coordination of effort against regional patterns of crime. (Criminals don't respect municipal boundaries)*

- *With more police officers to deploy, it is possible to create new special squads, positions or services giving the force better specialized capabilities (ex: drugs, sexual assault investigators, crime prevention, etc).*
  - *A larger force is better able to meet occasional extraordinary or emergency demands (ex. homicide investigations, public order problems). You don't need to call in outside help on serious or complex crimes.*
  - *Recruiting quality police officers is easier in a large department. Police officers will have more career opportunities and possibilities - it is also easier to motivate and provide job satisfaction in such a department.*
- 3) *Finally, there is one more argument for regional policing and that refers to the notion of equity of police services. All citizens in regional police forces will theoretically receive similar levels and types of police service and won't be the victims of resource or geographic differences. My own research reveals tremendous difference in quality and availability of police services in this Province. For example child abuse/sexual assault/investigation and crime prevention are not equally available in Nova Scotia. However, I should add that while a standard service can be a good thing, it does depend on the standard that is being established. Communities vary in their expectations and willingness to pay so some may see certain specialized services (ie: drug squad) as expensive luxuries, while others see them as necessities. <sup>11</sup>*

It is becoming more and more clear that consolidation is the only way to ensure the long term stability of municipal policing in many communities. Smaller forces will continue to be vulnerable to changes in the policing environment. As responsibilities increase and changes occur (like a sudden vacancy at the Chief position) the long term viability of the force will be questioned. It is reasonable to assume that municipalities will find themselves responsible to take on more investigations once thought out of their reach. The services to support such investigations can only be supported over a wider tax base than most small forces now enjoy. To quote one police manager on whether amalgamation is necessary:

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<sup>11</sup> Dr. Christopher Murphy, *COMMUNITY BASED REGIONAL POLICING: COMPETING OR COMPLIMENTARY POSSIBILITIES* (Text of talk delivered at the 1993 Annual meeting of the Nova Scotia Police Boards) June, 1994

*Yes, it is my opinion that there are other areas in the Province that can benefit from the amalgamation of police operations. It is my opinion that, although some services in the Province come from a strong community background and base, it must be noted that the limits of their respective communities and their revenues have not allowed the agencies to keep pace with all the demands of a modern and mobile society.*

Throughout the process, municipal units were consistent in their strong support of their current policing arrangements. They point out very clearly that if the Province feels the standard of policing must change, then change the standard, but leave the structuring of policing up to municipalities. They point out that the best solutions will be found at the local level not in Halifax.

During this process, many questioned if a minimum size for municipal police forces would be mandated. Minimum size is a way of establishing a standard, but it would be an arbitrary standard. Throughout this process, the New Glasgow, Truro, and Amherst police forces were cited as examples of the optimum size. They were not noted because of their size, but because they offer, or could easily offer, a full range of services. In other words, the issue is not size, but can the police force provide a full range of services. The optimum police force is one with sufficient critical mass of personnel to offer a full range of services.

Currently, the RCMP are reviewing their operational structure. The present organization of services may be the most efficient, but an analysis of the amalgamation of the separate detachments in Liverpool and Queens County supports a review. The detachment amalgamation occurred when the County of Queens amalgamated with the Town of Liverpool. The amalgamation created operational efficiencies as were cited in a recent overview of RCMP services in Nova Scotia:

*The amalgamation of the separate detachments has provided the detachment commander with flexibility in supplying service to area residents. Instead of having two separate units of seven and five members respectively (each with its own shift scheduling, reporting requirements, and responsibilities to separate municipal governments), the amalgamated Region of Queens Municipality has a unit with twelve members and three administrative support staff. Being able to utilize a larger human resource base has allowed the detachment commander to improve the deployment of members and thereby improve operational efficiency.*



Many of the municipalities with RCMP municipal contracts are under the five thousand population limit required by the Provincial Agreement. Will a similar restructuring of services in the geographical areas in which these smaller detachments are located result in similar efficiencies? An important consideration in the Region of Queens case was the amalgamation of local government, but that alone should not prevent exploring similar options in areas where local governments have not amalgamated.

Throughout the planning sessions and interviews there was strong sentiment that integration of some functions among police agencies would improve the delivery of policing services in many areas. There was strong belief that it could and would work if municipal agencies were involved, but that there is a lack of interest by police leaders to pursue similar arrangements with the RCMP. It is easy to see many areas where integration would be beneficial. Tactical squads (riot squads), identification units, training, major crime units, and dispatch centres are obvious examples. Some agencies have already begun to take some steps in this area, for example the municipal police in Pictou County integrated their recent family violence training. Recent events have demonstrated how combined training in crowd control would benefit the two police agencies serving the Halifax Regional Municipality. The Regional Municipalities of Halifax and Cape Breton both have two police and 911 dispatch centres.

Municipalities must be able to review their policing options systematically. An analysis of policing must include:

- Review of the existing policing arrangement.
- Assessment of the Communities' Policing Needs.
- Requests for proposals from police agencies on the basis of specified terms and conditions.

Municipalities have the right to review their policing options, but it is the responsibility of the Minister of Justice to ensure, at the end of the day, that the community has adequate and effective policing. Both concerns are best addressed by a review of policing options, coordinated by the Department of Justice, to ensure an independent analysis of the options available.

### **OPTIONS FOR PLAN**

1. *The Minister of Justice encourage consideration of the amalgamation of municipal police forces on a regional basis.*
2. *The Minister of Justice encourage greater integration of services between police agencies, and commit to establishing a committee to examine the opportunities for integration of police services*

3. *The Minister of Justice request the RCMP to conduct a study and prepare a report on restructuring of RCMP services to determine if efficiencies can be created.*
4. *The Minister of Justice mandate the standard of services to be delivered by municipal police services, but allow municipalities to determine how their policing should be structured to meet that standard.*
5. *The Minister of Justice develop a process that will allow municipalities to conduct open and full examination of their policing options.*



## **ISSUE: AUDITS**

### **CONSULTATION RECOMMENDATIONS**

- NSPB The Nova Scotia Minister of Justice encourage the hiring of police service auditors whose experience is directly related to the services being audited.
- NSCP The Nova Scotia Minister of Justice establish a committee composed of representatives from Nova Scotia Police and Public Safety Services and N.S.C.P.A. to develop and upgrade policing standards.
- UNSM The Nova Scotia Minister of Justice conduct operational audits of RCMP services, as they relate to serving the municipalities, similar to those done on municipal police departments.

### **ANALYSIS**

In 1993 the Department of Justice initiated a program to audit municipal police departments to ensure compliance with Provincial Standards for Municipal Police Forces. This allows the Minister to fulfil his regulatory role by measuring the degree of economy, efficiency, and effectiveness of police operations throughout the Province.

All municipal police forces, except the Halifax Regional Police Service and the Cape Breton Regional Police Service, have received their baseline audits. Halifax and Cape Breton were delayed because of their amalgamation, but both should be audited by end of 1997. The audit process examines police forces under five general headings, Planning, Organization, Directing, Controlling, and Client Satisfaction.

Audits have been accepted as a positive initiative that have been long overdue. Municipalities have responded by finding the resources to make the necessary improvements in their police service when required. Although many believe audits could be improved, everyone believes they should continue.

The most common criticism of the audit process was the inconsistent application of the standard used to evaluate police services. Unfortunately, it is not the standard that varied, but the police forces. Until a standard of core functions is established for all municipalities, the nature of audits will continue to vary by force.

Now that most baseline audits have been completed, it may be time to review the standards and mechanisms used in the audit process. Other issues to be considered are how often should audits be completed, and what will be the nature of those audits.

During the planning sessions, local accountability of RCMP detachments was a recurring theme. In particular, how are the resources funded by the municipality being used and for what purpose? With the implementation of Provincial/Municipal Service Exchange, not all municipalities had a clear understanding of how municipal and provincial responsibilities of RCMP interact. Through the efforts of the Department of Justice, the RCMP and the Union of Nova Scotia Municipalities Police Advisory Committee, this understanding has improved, but is not complete. The lack of a uniform method of measuring policing needs was also a consistent theme. Municipalities are faced with the demands for more police resources without an independent method of analysing this request. Most municipalities with RCMP policing simply do not have the experience or history on which to rely when considering such requests.

There is no generic formula that can be used to accurately determine the policing needs of every community. Each community must be assessed upon the unique characteristics of that community. Police services must be measured against a number of indicators; police/population ratio, total Criminal Code and drug offenses, investigative clearance rates, crime rates per 1000 population, percentage of violent crime, per officer case load, arrest statistics (including ratio of residents vs. non-residents), demographics of the municipality, unique situations existing within the jurisdictional area, and citizen satisfaction. When all the information is correlated, the communities' policing needs can be predicted.

Some municipalities policed by the RCMP are seeking a mechanism through which they can obtain information to assist with their policing decisions. Perhaps the Minister of Justice can provide a process for a needs assessment when municipalities wish this information.

### **OPTIONS FOR PLAN**

1. *The Minister of Justice commit to establishing a committee composed of representatives from the Department of Justice and N.S.C.P.A. to review the audit process and develop policing standards to be used as part of the audit process.*
2. *The Minister of Justice commit to developing a process that provides Needs Assessment services to municipalities with RCMP policing. Assessments to be carried out periodically, or when requested by the municipality.*

 **ISSUE GOVERNANCE****CONSULTATION RECOMMENDATIONS**

- NSPB The Nova Scotia Minister of Justice review existing legislation regarding authority, composition, roles and responsibilities of police boards in consultation with the Nova Scotia Association of Police Boards, and develop, implement and enforce changes to address the aforementioned issues.
- NSCP The Nova Scotia Minister of Justice review existing legislation re authority, composition, roles and responsibilities of Police Boards in consultation with Nova Scotia Association of Police Boards, Nova Scotia Chiefs of Police Association and the Union of Nova Scotia Municipalities, and develop, implement and enforce the aforementioned issues.
- UNSM The Nova Scotia Minister of Justice propose Legislation to allow for the establishment of Boards to oversee local RCMP policing services.

**ANALYSIS**

During the planning sessions, major legislative reform was simply not seen as an issue. Education of Municipal Councils, Board Members, and Police Managers on their roles and responsibilities was seen as the most important issue facing police Boards.

Most Boards work well within the existing legislation, and have developed excellent relations with their Councils and police departments. The Boards that have had problems could trace the cause to circumstances where people did not understand their role.

Police Boards have been given guidance on their responsibilities. The Nova Scotia Association of Police Boards has provided some leadership in this area, particularly at their annual conferences, but few Boards have the resources to send more than one member to conferences.

The Canadian Association of Police Boards has produced a CD-ROM training package "Welcome to the Job"<sup>13</sup> introducing Board members to their role as a Police Commissioner. Although not specific to Nova Scotia, "Welcome to the Job" is a good broad-based reference, but more specific education is needed.

Although there remains a minority opinion that Police Boards should be composed entirely of municipal Council members, the consensus is that a balance between elected officials and citizens is needed. Citizens ensure the notion of independence for boards, and council members are necessary to ensure the broader priorities of Council are considered in Board decisions. Elected officials are also important to ensure adequate representation of policing issues before Council.

The argument against citizen participation is primarily based upon the notion that elected persons are the only people ultimately accountable to the citizen. On those Boards where citizen participation is strong, this concern has not materialized. The citizens on Boards understand and are sensitive to the limitations under which municipal governments operate. In any event, Council has the final approval on the annual budget.

To understand the role of Boards of Police Commissioners, it is important to consider two fundamental principles of policing in a democratic society. Police must be free from extraneous pressures that would impair and interfere with the impartial exercise of their quasi-judicial powers of investigation, arrest and charge. Secondly, police should be accountable to the citizens they serve. Boards of Police Commissioners act as a civilian oversight body, and at the same time function as a buffer between the police force and elected officials, ensuring that police services are free from political interference.

The argument in favour of citizen participation supports the principles of independence and civilian oversight. A Police Board composed entirely of elected officials is simply another committee of council, and would not offer independence from council.

As stated earlier, local accountability of RCMP detachments was a recurring theme throughout the planning sessions. Municipalities cite a lack of recognition of municipal government by local RCMP detachments, and they question who the RCMP is ultimately accountable to when servicing municipalities. A lack of information from either the Province or the RCMP on staffing and other issues at the provincial and local level is also cited as part of the problem. It is possible some municipalities do not have a clear understanding of how municipal and provincial responsibilities of RCMP interact. A body similar to a police board could assist in municipalities policed by the RCMP.

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<sup>13</sup> Canadian Association of Police Boards (Contact Wendy Fedec, Executive Director, Ottawa-Carleton Centre Lisgar Street, Ottawa, Ontario, K2P 2L7, (613)560-1312, Fax (613)560-1380, e-mail:fcdecwe@rmoc.on.ca.)

Municipalities must understand the nature of the relationship they have with the RCMP. Those municipalities that contract directly with the RCMP do so on the basis of a Municipal Policing Agreement. The ability to direct, or have input to the policing arrangement, is limited by that Agreement. The Municipal Policing Agreement provides that the internal management of the municipal police service, including its administration and the determination and application of professional policing standards, remains with the RCMP<sup>14</sup>.

The Municipal Policing Agreement provides municipalities with the right to be consulted, and to set objectives, priorities, and goals for the Municipal Police Service which are not inconsistent with those of the Minister for policing in the Province<sup>15</sup>. A body similar to a police board could be effective in ensuring that the various obligations under the Agreement are being met, while respecting the RCMP's right to manage its operations. The situation is very similar to a municipal police force where the Police Board gives direction on policy and administration, but it is the Chief who is responsible for the actual day to day operations of the police force .

Other provinces have legislated both voluntary and mandatory Police Boards or Police Committees for RCMP detachments. Saskatchewan requires Police Boards for municipalities with populations over five thousand, but makes it voluntary for communities under that size. The Boards function in an advisory capacity to the local detachment commander.<sup>16</sup> Alberta has provided for the establishment of policing committees to oversee RCMP detachments. The mandate of these Committees is to oversee the Policing Agreement and represent the interests of council to the officer in charge of the local detachment.<sup>17</sup> Results have been mixed.

It is important to realize that municipalities which receive policing from the Provincial Police do not have a direct relationship with the RCMP, but opted to have their policing provided by the Province.

The primary responsibility of the Provincial Police is to ensure an adequate provincial police presence throughout the Province. The Province encourages the RCMP to be sensitive to municipal issues, but municipal accountability cannot be at the expense of the Province controlling its own police force.

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<sup>14</sup> *Municipal RCMP Policing Agreement*, Article 3.1(a).

<sup>15</sup> *See Municipal RCMP Policing Agreement*, Article 3.1(b)and(c), 3.3, 4.0,and 14.

<sup>16</sup> *Police Act*, S. Sask. 1990-91, c.P-15.01, s. 27.

<sup>17</sup> *Police Act*, S. Alta. 1995, c. P-12.01, s. 23. ( see also Alberta Justice, *Policing Committees in Alberta Handbook* , 1996.)

Having said that, municipalities which purchase RCMP services do have a right to demand accountability of those resources. In particular, how are the resources funded by the municipality being used and for what purpose?

A proposal for establishing Police Boards for Ontario Provincial Police detachments could be adapted to fit the current situation in Nova Scotia. It proposes Boards for communities with OPP Municipal Policing Agreements, while advisory committees are proposed for those communities which are policed by the OPP as the provincial police. The mandate of these advisory committees is to advise the local detachment commander of the community's objectives and priorities for the local delivery of services.<sup>18</sup>

It may be argued that Police Boards for RCMP detachments are not necessary considering the arms length relationship provided by the Municipal and Provincial Policing Agreements. Local detachment commanders already report regularly to municipal councils. The RCMP can, and do, establish community advisory committees to consult with the community.

These arguments are similar to those made to advocate the abolition of Police Boards for municipal police forces. The need to ensure police independence and accountability has always weighed in favour of Boards. Informal advisory boards are clearly not the same as mandated Police Boards.

### **OPTIONS FOR PLAN**

1. *The Minister of Justice commit to reviewing existing legislation regarding authority, composition, roles and responsibilities of police boards in consultation with the Nova Scotia Association of Police Boards.*
2. *The Minister of Justice commit to providing, in consultation with the Nova Scotia Association of Police Boards, education and training to all those involved with Police Boards.*
3. *The Nova Scotia Minister of Justice propose legislation to allow for the establishment of bodies similar to police boards to deal with local RCMP policing services.*

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See News Release, Ontario Ministry of the Solicitor General, January 14, 1997, Toronto: *Governance of Police Services*



**ISSUE: POLICE OFFICER RIGHT TO STRIKE****CONSULTATION RECOMMENDATIONS**

- UNSM The Nova Scotia Minister of Justice introduce "No Strike" Legislation.
- ~ *Police are unique in that community safety depends on their uninterrupted police service.*
  - ~ *Arbitration process should recognize regional economic conditions.*
- NSPB The Nova Scotia Minister of Justice continue to allow police associations the "right to strike."
- NSCP The Nova Scotia Minister of Justice introduce "no strike" legislation.
- ~ *Police are unique in that community safety ultimately depends on their uninterrupted police service.*
  - ~ *Arbitration process should recognize regional economic conditions.*

**ANALYSIS**

Nova Scotia remains one of the few provinces that allow municipal police officers the right to strike. The planing sessions did not produce a consensus on whether municipal police officers should continue to have the right to strike.

Although most people agree that the right to strike is a public safety issue, some believe the right to strike is preferable to full binding arbitration. Opponents cite arbitration awards that have driven up salaries or have handcuffed the ability of the municipalities to manage their police forces as more problematic than police strikes. It was noted that binding arbitration eliminates true collective bargaining, with both parties taking extreme positions waiting for an arbitrator to simply pick the middle ground.

Many people expressed interest in finding the middle ground between the right to strike and full binding arbitration. Arbitration could be structured to protect against the harshness of some arbitration awards. Arbitration could also be limited to monetary issues, and certain management issues should not be arbitrable.

One model put forward as an example was "final offer arbitration" where both parties put forward their final offer. The arbitrator must select one offer, but cannot select articles from each offer and create a new one. Nor can the arbitrator simply take the middle ground between the two offers. The reasoning behind "final offer" is that both parties will be forced to take reasonable positions, rather than risk being rejected in favour of the other party. The result is that many disputes could be resolved without arbitration.

It should be noted that municipalities have the option of providing for arbitration by Agreement. Some municipalities have already negotiated with their police officers to give up the right to strike in favour of binding arbitration.

The creation of two large regional police forces in Halifax and Cape Breton has changed the nature of this debate in Nova Scotia. The potential for six hundred municipal police officers to be on strike at the same time is a real possibility. Everyone recognizes that a large municipal police strike would not only affect the municipalities in which the strikes occurred, but also affect those municipalities whose police officers would be required to provide emergency services. When does concern for public safety tip the scale in favour of eliminating the right to strike?

### **OPTIONS FOR PLAN**

1. *The Minister of Justice review options to the right to strike for municipal police officers with the intention of introducing "no strike" Legislation.*
2. *The Minister of Justice continue to allow police officers the right to strike.*



## **ISSUE: POLICE RECRUITING**

### **CONSULTATION RECOMMENDATIONS**

NSCP Nova Scotia Police and Public Safety Services, in consultation with the Nova Scotia Chiefs of Police Association, research and develop a recruitment replacement strategy which will enable all police services to implement appropriate recruitment strategy.

NSCP Nova Scotia Police and Public Safety Services develop and maintain a list of potential candidates that meet the approved standards.

*This recommendation would include the maintenance of a registry of qualified police officers seeking employment in a police service.*

NSCP Further to the recommendation that there be a standardized wage, benefits and pension package for police services in Nova Scotia, all police agencies will be required to conform to the Provincial recruiting standard.

*This recommendation could be accomplished by incorporating the recruiting standards in the Administrative S.O.P. Manual.*

NSCP The Province should provide adequate funds for sufficient recruiting to address the immediate growing needs of Nova Scotia police agencies.

NSCP The Nova Scotia Department of Justice collaborate with the Nova Scotia Department of Education to provide student loans for participants to the Atlantic Police Academy.

NSCP The Nova Scotia Department of Justice continually explore other partnerships with regional and national accredited police training institutions.

NSCP The Nova Scotia Minister of Justice, in partnership with the policing community, aggressively pursue the recruitment of qualified under-represented populations.

## **ANALYSIS**

It is difficult to argue with the Chiefs' assessment that a long term recruiting strategy is necessary. They are the people who are in the best position to evaluate the present strategy. Their comments are not intended to reflect on those now serving, but to point out that it is becoming increasingly difficult to find the quality of cadets to which we have become accustomed.

The Department of Justice made a decision not to sponsor any cadets in the 1996/97 class at the Atlantic Police Academy. Prior to this, the number of cadets was limited by requiring them to also be sponsored by a municipal police agency. This strategy was based upon the consistently growing number of trained graduates who could not find full time work. This pool has been practically eliminated through recruiting drives in recent years. Some of the most recent recruits hired in Nova Scotia were from out of province.

Any recruiting strategy must ensure that graduating cadets are fully trained in a reasonable time in the most cost effective manner. The strategy should ensure that the recruit is employable the day she graduates. This will require a mandatory recruiting standard throughout the Province. All screening mechanisms should be completed before admission to a training program. Upon graduation, the cadet will simply be subject to an interview process by the police agency with the vacancy.

## **OPTIONS FOR PLAN**

1. *The Minister of Justice, in consultation with the Nova Scotia Chiefs of Police Association, research and develop a recruitment strategy that will enable all police services to implement an appropriate recruitment strategy. The strategy should include mechanisms to:*
  - *develop a registry of qualified police officers seeking employment in a police service;*
  - *ensure that all police agencies will be required to conform to the Provincial recruiting standard;*
  - *address funding issues;*
  - *review of the training options available; and*
  - *ensure the recruitment of qualified under-represented populations.*

 **ISSUE: TRAINING****CONSULTATION RECOMMENDATIONS**

- NSCP The Nova Scotia Minister of Justice facilitate a problem solving session on police training involving all the key stakeholders, including representatives of Police and Public Safety Services, all Municipal Police Boards, Chiefs of Police, police unions and the RCMP.
- NSCP The Nova Scotia Minister of Justice review and make necessary changes, through the Police Act and Regulations, to reflect personal responsibility for taking mandatory training.

**ANALYSIS**

A recent decision by the Department of Justice to focus available in-service training resources on provincial training initiatives has been met with considerable apprehension.

In the past, the Province subsidized in-service training at the Atlantic Police Academy, but recently decided to concentrate resources on developing programs that could be delivered locally. The theory is simple; rather than send one person away for training, bring the training here and train many. Larger departments have been involved in similar initiatives for several years.

Courses at the Atlantic Police Academy are still available, but many departments do not have the training resources to absorb the full cost of these courses. This problem was compounded by a similar decision of the Canadian Police College to discontinue some of the training subsidies it provided.

Although it has been suggested that not as much training is available, Department of Justice Officials cite the number of officers that have received training in management, survival tactics, family violence, among other courses.

Some smaller agencies suggest that many of the resources have been focused on the large regional forces while ignoring the needs of the smaller agencies. Although this may have been the perception with a recent series of management courses, a similar course has been scheduled for the other agencies. Priority was given to the new regional forces because the timing was consistent with their amalgamation. All other training has been shared on an equitable basis.

Some suggest that it may be time to shift away from the training focus of recent years, which concentrated on survival training, toward a more traditional base of courses in areas like investigation. This is consistent with concerns expressed that provincial training priorities are not consistent with local needs. Justice officials point out that provincial training initiatives are not intended to replace the responsibility of a municipality to train its own police force. Provincial training is intended to supplement municipal training, not replace it. The focus is on the broader needs of the Province, while municipal training focus is on the specific needs of that community.

Many municipalities have expressed concern with the increase in provincially mandated training and the cost to complete that training. Some municipalities must pay overtime to accomplish this training. Mandated training usually kicks in provisions of collective agreements forcing the use of overtime. Although larger agencies usually complete the training while officers are on duty, it can severely strain their resources. Many agencies have worked out compromises on voluntary training because those who take the training are prepared to make some concessions in order to receive the training.

It has been suggested that a similar compromise be mandated as part of any mandatory training. In other words, notwithstanding collective agreements, when municipalities are mandated to provide the training, the individual officer should be mandated to acquire the training.

Training is a rising concern. Greater dialogue will be required to ensure the necessary training will be available to assure effective and efficient policing into the future.

### **OPTIONS FOR PLAN**

1. *The Minister of Justice commit to facilitating a problem-solving session on police training involving all the key stakeholders.*
2. *The Minister of Justice review methods whereby individual police officers will receive mandatory training without undue disruption of community policing or cost to municipalities.*

## ***LONG TERM ISSUES***

**Issues on the following pages were viewed to be issues that could not properly be resolved before the year 2000, or should not be dealt with at all.**

## **ISSUE: PROCEEDS OF CRIME**

### **CONSULTATION RECOMMENDATIONS**

- UNSM The Nova Scotia Minister of Justice develop an equitable means of distributing the proceeds of crime that recognizes the municipal contribution to the delivery of policing services.
- NSCP The Nova Scotia Municipal Police Assistance Fund be established as previously recommended by the Nova Scotia Chiefs of Police Association and that the funds generated by the Proceeds of Crime be shared as follows:
- ~ 50% to Municipal Units to offset cost of police on a per capita basis;
  - ~ 25% to the Provincial Government; and
  - ~ 25% to the Municipal Police Assistance Fund.

This fund should be administered by an Advisory Committee composed of representatives from:

- ~ The Department of Justice;
- ~ Nova Scotia Chiefs of Police Association; and
- ~ R.C.M.P.

along with a coordinator to be appointed by the aforementioned committee for the day to day administrative operation of the fund.

### **ANALYSIS**

The Province of Nova Scotia has negotiated an Agreement with the Federal Government to share revenue realized from proceeds of crime, but this Agreement has not been signed to date.

Before the Agreement is put in place, it is desirable to develop a scheme to disburse the funds once received by the Province. The municipal contribution to law enforcement is undeniable. When revenue from proceeds of crime is realized from efforts of municipal law enforcement agencies, it is only reasonable that they share in the proceeds.

One of the biggest obstacles to establishing a scheme to administer proceeds of crime is the difficulty in estimating, with any certainty, the amount of revenue to be realized from proceeds of crime. A complex scheme is unnecessary if there is limited revenue to be realized.



Two basic schemes have been put forward. The first would share proceeds on a per capita basis, while the second would see proceeds shared only with the municipality which was directly involved in the investigation.

Sharing on a per capita basis would see all municipalities benefit from seizing proceeds of crime. This type of scheme would be redundant if the revenue does not meet the generous projections made to date. Simply put, there will be nothing to share. The Chiefs of Police have proposed a variation on this scheme with the establishment of a fund that would assist municipal policing. The fund could be used to fund training to benefit policing at the municipal level, or to fund other initiatives to benefit municipal policing. (Municipal Police Forces and RCMP detachments)

The direct sharing scheme would see municipalities receiving revenue realized from the investigations in which they were directly involved. This would see one or two municipalities receiving 95% percent of the revenue, as very few municipalities are involved in investigations that result in proceeds of crime seizures.

Any scheme to administer proceeds of crime must ensure that proceeds of crime investigations do not lead to a policing for profit mentality; where policing priorities are based upon the potential return from future seizures. Proceeds of crime legislation is a means to an end, not the end itself.

Revenue realized from proceeds of crime should be used to enhance legitimate policing objectives.

### **OPTIONS FOR PLAN**

1. *The Minister of Justice develop an equitable means of distributing the proceeds of crime that recognizes the municipal contribution to the delivery of policing services.*

 **ISSUE: AUXILIARY POLICING****CONSULTATION RECOMMENDATIONS**

UNSM The Nova Scotia Minister of Justice develop legislation and regulations to allow for the use of auxiliary policing to supplement current policing in the Province.

NSCP The Nova Scotia Minister of Justice propose legislation under *The Police Act* to define "auxiliary" and "reserve police officers" and their respective authority.

~ *Auxiliary police officers should meet minimum Provincial standards acceptable to municipal police services and the RCMP.*

~ *Auxiliary police officers should be unpaid volunteers but may receive a stipend.*

~ *All auxiliary police officers should be covered under the Nova Scotia Worker's Compensation Act and should have extended liability coverage for their actions.*

~ *Reserve police officers are fully trained and paid.*

**ANALYSIS**

The RCMP have had a successful auxiliary policing program in Nova Scotia for about twenty years. The program is contained within the *Emergency Measures Act*, but does not include municipal police forces. The program was developed to ensure that a qualified group of people would be available to supplement existing resources in an emergency, but the program has grown to be more than that.

The inclusion of municipal police forces in an auxiliary policing program is long overdue. In many communities, auxiliary officers would be an invaluable resource. Auxiliary programs also support efforts of police departments to increase community involvement consistent with a community-based policing philosophy.

Although auxiliary officers would be required to meet a standard set of qualifications and complete a specified training program, they are not substitutes for professional police officers. Auxiliary officers would always be required to work directly under the supervision of a fully trained police officer.

Municipal police forces have been using fully trained part-time officers for several years. There is no need to amend legislation to allow this to occur as long as the officers meet the minimum qualifications and are trained by an accredited institution. Anything short of this would create a second tier of policing that would hamper development of professional policing in Nova Scotia.

### **OPTIONS FOR PLAN**

1. *The Nova Scotia Minister of Justice develop a program to allow municipal police forces to establish auxiliary policing programs. The program should address legislation, qualifications, training, and health and safety.*

 **ISSUE. ESCALATING COURT COSTS****CONSULTATION RECOMMENDATIONS**

- UNSM The Nova Scotia Minister of Justice, through consultation with municipal government and the Nova Scotia Chiefs of Police Association, develop a coordinated approach to address the inefficiencies in the current administration of justice (i.e., disclosure, court time bookings and down time for police).
- NSPB The Nova Scotia Minister of Justice recognize and assume all costs related to court proceedings after arraignment. (i.e., overtime costs for police officers, processing of court documents, etc.)
- NSPB The Nova Scotia Minister of Justice enact legislation to amend the *Motor Vehicle Act*, requiring that all outstanding parking tickets be paid prior to the renewal or issuance of a driver's license

**ANALYSIS**

The problems relating to court costs are symptoms of a much larger problem that is clearly beyond the scope of this process.

Our court system is overloaded. The frustration expressed by the municipal officials is shared by provincial officials who struggle with many more components of the criminal justice system than policing.

This is a complex problem that will not be solved quickly or with simple solutions. Major reform of the system is required before the desired level of efficiency can be achieved.

In 1992, the *Motor Vehicle Act* was amended to require the collection of outstanding municipal fines prior to the issuing of new driver licences. Implementation awaits development of compatible automated systems in Provincial and municipal government operations.

**OPTIONS FOR PLAN**

1. *The Minister of Justice commit, through consultation with municipal governments and the Nova Scotia Chiefs of Police Association, to develop a coordinated approach to address requirements in the current administration of justice (i.e., disclosure, court time bookings and down time for police).*
  
2. *The Minister of Justice facilitate implementation of a program requiring all outstanding parking tickets be paid prior to the renewal or issuance of a driver's license or vehicle permit.*



## **ISSUE: COMMUNICATIONS AND AUTOMATION**

### **CONSULTATION RECOMMENDATIONS**

NSCP The Nova Scotia Minister of Justice facilitate the development and implementation of a fully integrated radio system serving municipal/regional police services and the RCMP.

- ~ It is understood that this recommendation will require funding on a cost shared basis by all stakeholders.
- ~ The system should provide the capability to communicate with other emergency services.
- ~ The development and implementation stages should involve participation of all stakeholders.
- ~ The plan should consider consolidation of dispatch systems for greater efficiency.
- ~ The plan should include exploration of public/private partnership, i.e., leasing.

NSCP The Nova Scotia Minister of Justice facilitate the integration of computer data between municipal/regional police services and the RCMP through state of the art technology.

- ~ *A minimum standard will be required in the Province.*
- ~ *It should be recognized that it will be more economical to build on existing R.A.P.I.D. and P.I.R.S.*
- ~ *This recommendation is viewed as a viable alternative to the PINS system.*
- ~ *This recommendation would include the integration of J.O.I.S.*

NSCP The Nova Scotia Minister of Justice facilitate 911 call taking and dispatching with the consolidation of police dispatch locations.

## **ANALYSIS**

The development of a fully integrated communication system for police has been a long standing goal of all those involved in policing. The operational advantages are clear, but historically the costs of implementing such a system have far outweighed the advantages.

The Province, through a consortium of public and private bodies, has been involved in the development of an integrated wide area network (I.W.A.N.) across the Province. Once I.W.A.N. is operational, an integrated radio system for all emergency agencies could be a reality.

There are about four police computer systems in use throughout the Province; R.A.P.I.D., P.I.R.S., the Westville System, and a new system being developed by C.B.R.P.S.. The systems have varying degrees of capability from a full set of subsystems automating every aspect of policing to simple records management systems. Ideally, these systems would be able to talk to one another, allowing for the sharing of information across jurisdictions. Cost has always been the obstacle, but I.W.A.N. may also improve this situation.

The implementation of 911 has been the responsibility of the Department of the Environment. It should be fully operational by the end of 1997. Throughout this process there have been a number of concerns expressed about the manner in which police calls are being processed, particularly by those who have their calls screened by an outside agency. It is hoped that these problems will be addressed as the system continues to develop.

## **OPTIONS FOR PLAN**

1. *The Minister of Justice continue to push for the development of a fully integrated radio and communication system for policing.*

## **ISSUE STANDARDS**

### **CONSULTATION RECOMMENDATIONS**

<sup>NSCP</sup> The Nova Scotia Minister of Justice require Police and Public Safety Services to provide guidance in the following areas:

- (a) standardized job descriptions;
- (b) standardized promotional routines;
- (c) standardized rank structure;
- (d) guideline ratio criteria for supervisors to staff; and
- (e) standardized performance appraisal process.

These guidelines will:

- ~ *be developed using full consultation with the Nova Scotia Chiefs of Police Association, police officers and other key stakeholder groups; and*
- ~ *recognize the identity and the authority of the local Police Boards and the communities they represent.*

### **ANALYSIS**

The objective of provincial policing standards is to ensure all communities receive a professional police service. The Department of Justice has been involved for a number of years in an ongoing process to develop a consistent set of Policies and Procedures for use by municipal police forces. Standardized human resources guidelines could be part of this process.

It is important to realize that standards cannot be developed in isolation. Consultation with Chiefs, police officers, and those responsible for policing is critical. Without support from the key stakeholders, the chances of the standards achieving their desired objective is minimal.

### **OPTIONS FOR PLAN**

1. *The Minister of Justice, in consultation with the key stakeholder,s commit to the continued development of provincial policing standards and specifically in the following areas:*



- (a) *standardized job descriptions;*
- (b) *standardized promotional routines;*
- (c) *standardized rank structure;*
- (d) *guideline ratio criteria for supervisors to staff; and*
- (e) *standardized performance appraisal process.*

**ISSUE: BUDGETING/WAGES /BENEFITS****CONSULTATION RECOMMENDATIONS**

- NSPB** The Nova Scotia Minister of Justice recognize that it is the responsibility of the local police commissions to deal with such issues as wages and conditions of employment.
- NSCP** The Nova Scotia Minister of Justice propose legislation to establish a maximum age for police officer retirements.
- NSCP** The Nova Scotia Minister of Justice facilitate the establishment of a standardized wage, benefits and pension package for police services in Nova Scotia.
- NSCP** The Nova Scotia Minister of Justice encourage, through the audit process, less reliance on police resources for non-police functions (i.e., human resources and financial administration.)
- NSCP** The Nova Scotia Minister of Justice facilitate the rationalization of the financial planning cycle.
- NSCP** The Nova Scotia Minister of Justice review existing legislation regarding the financing of policing services which currently use a single-based rate in municipalities with more than one police service.

**ANALYSIS**

One of the advantages of municipal policing is the ability to negotiate an acceptable benefit package in keeping with the local conditions. Municipalities have been given the authority and responsibility to manage their own police forces, which includes the responsibility to negotiate conditions of employment. It is difficult to see a legitimate role for the Department of Justice to play in this area.

No two police budgets are the same. Some police budgets include items for by-law enforcement, traffic signs, crossing guards, etc, while other budgets simply reflect policing costs. The non-police items must be taken into consideration when comparing the cost of one police service against another, as these types of costs can distort the per officer cost.

Municipalities must have the right to manage their own affairs. That includes determining what items should be included in a particular police budget, and the manner in which policing costs will be allocated.

**OPTIONS FOR PLAN**

1. None

## **ISSUE: POLICE ACT CHANGE**

### **CONSULTATION RECOMMENDATIONS**

- NSCP The Nova Scotia Minister of Justice review and make necessary changes to the *Police Act and Regulations* respecting appropriate terminology.
- NSCP The Nova Scotia Minister of Justice, in consultation with Nova Scotia Chiefs of Police Association, make amendments to the *Police Act and Regulations* to authorize Police and Public Safety Services to develop standard operating procedures re: audits, police officer status off duty, uniforms, extra-duty and off-duty employment.
- NSCP The Nova Scotia Minister of Justice define the role and responsibilities of a Commissioner of Police, Associate Chief and other positions that may be established at a later date.
- NSCP The Nova Scotia Minister of Justice amend the *Police Act and Regulations* so that where reference is made to Chief of Police, it can include the Deputy Chief or any person acting in that capacity.
- NSCP The Nova Scotia Minister of Justice ensure that the Chiefs of Police continue to have their tenure position protected, thereby ensuring police service independence from political interference.

### **ANALYSIS**

The Department of Justice, as part of the process to develop a policing plan, intends to review the *Police Act* to determine if changes are necessary. Once a clear direction for policing has been established, the review of the *Act* can begin. Consultation with groups such as the Chiefs of Police will be an important part of that process. The concerns expressed above are all valid concerns, but should be referred to that review process.

### **OPTIONS FOR PLAN**

1. *The Minister of Justice recognizes that any future review of the Police Act should include consultation with all affected groups.*

 **ISSUE: MISCELLANEOUS COSTS****CONSULTATION RECOMMENDATIONS**

- NSPB The Nova Scotia Minister of Justice shall ensure that municipal police departments be reimbursed for their involvement in administering and enforcing the Firearms Legislation.
- NSPB The Nova Scotia Minister of Justice, in consultation with the municipalities, establish a policy regarding lockups and respective costs, including liability.
- NSCP The Nova Scotia Minister of Justice be responsible for any costs associated with a reinvestigation ordered by Police and Public Safety Services.

**ANALYSIS**

The responsibility to investigate criminal offenses rests with the police agency that has jurisdiction where the offence occurred. The responsibility does not change if it is determined that the matter should be reinvestigated. It may be appropriate in some circumstances to have the matter investigated by another agency, but the funding of that investigation remains the responsibility of the municipality with jurisdiction.

It is responsibility of each municipality to maintain a lock-up facility or enter into an Agreement with the Minister of Justice for that service.<sup>19</sup> The Province has established a rate of \$60.00 per day for the use of their facilities. Although useful as a guide, municipalities are not obligated to charge the same rate for the use of their facilities. It is open to the municipality to set a rate consistent with the cost of operating the facility before accepting any prisoners.

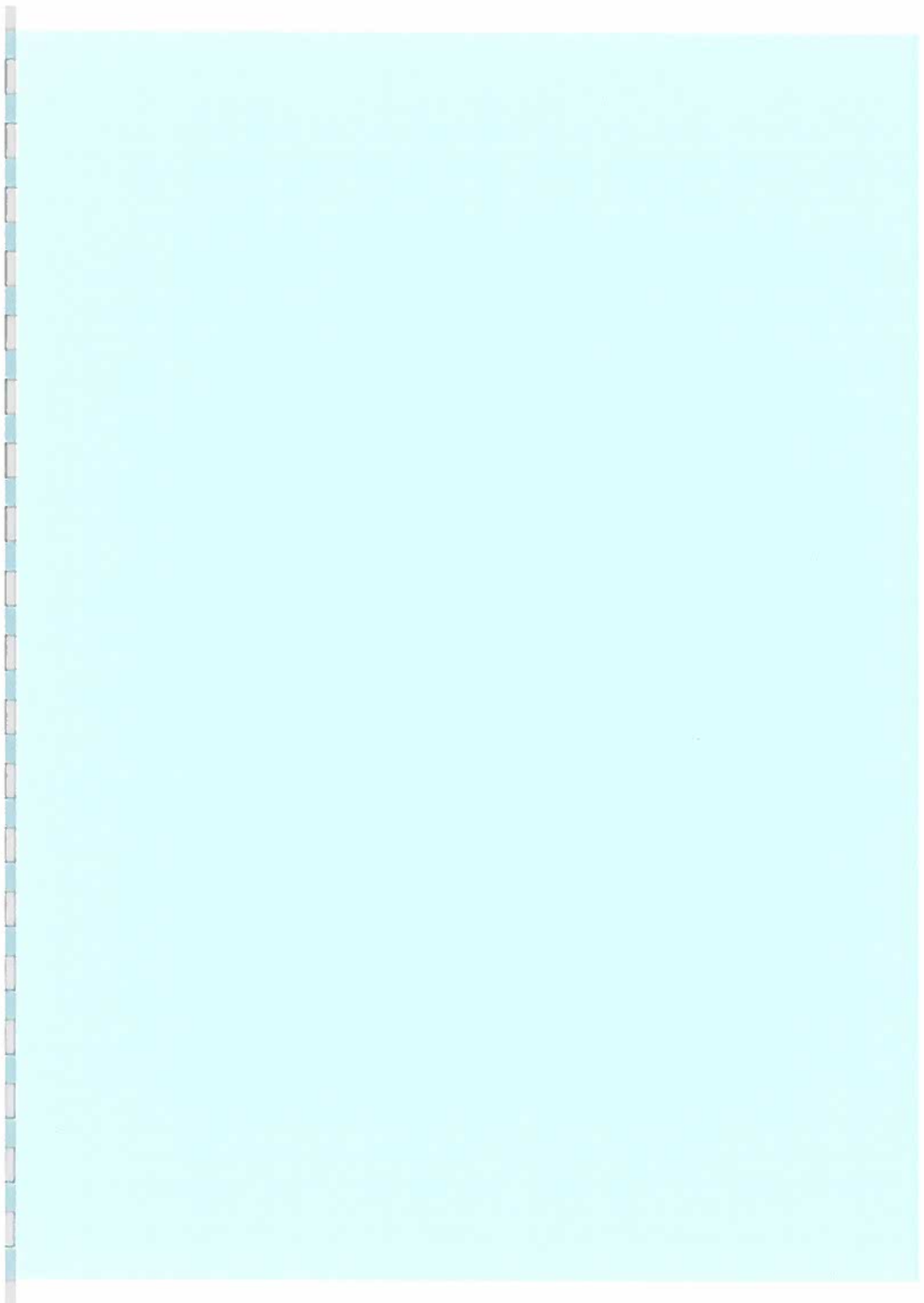
The proposed Firearms Legislation will reduce the current reliance on police to conduct background checks. As they have been in the past, if police are involved, they will be compensated for this work.

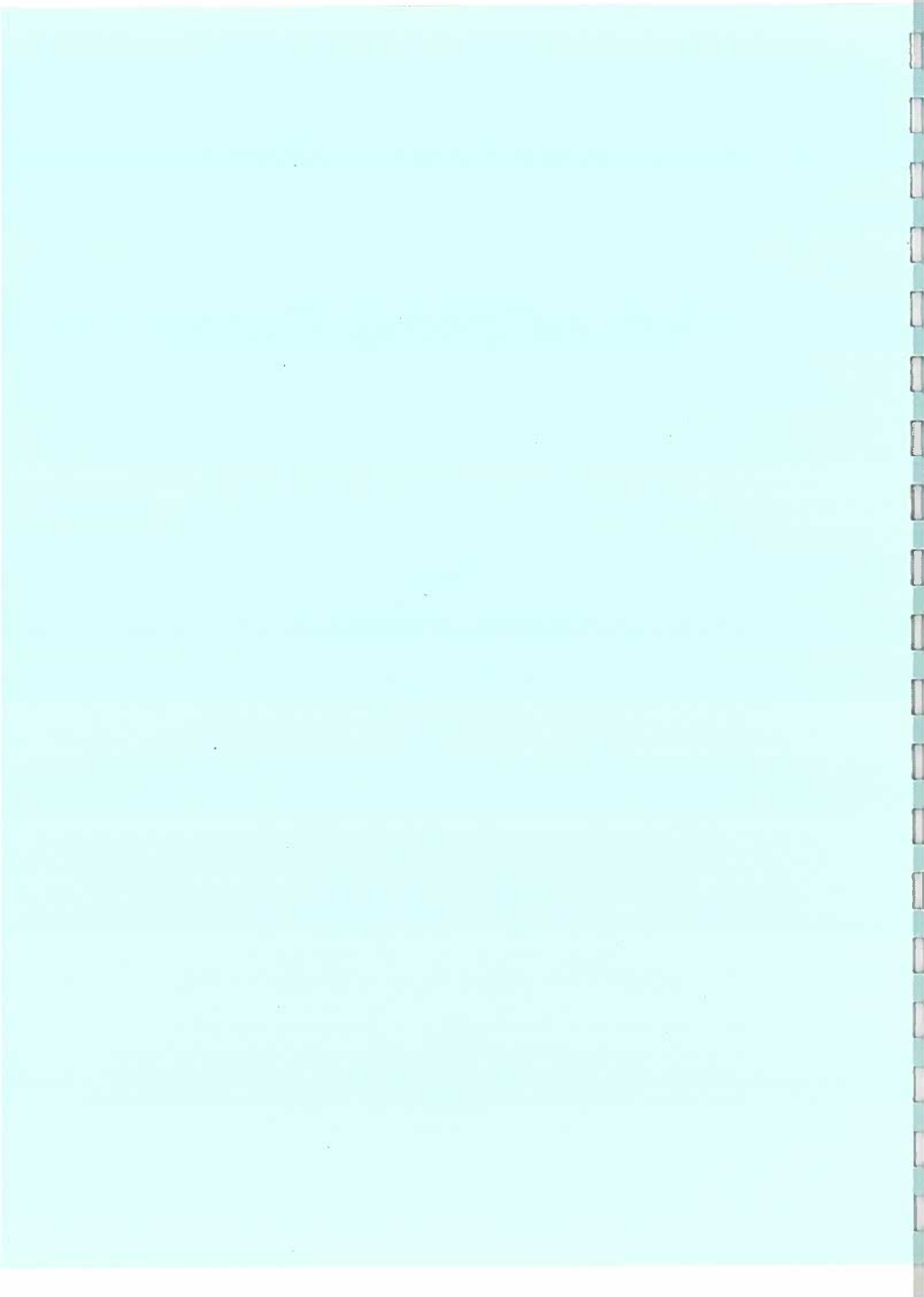
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<sup>19</sup> *Corrections Act*, R.S.N.S. 1989, c.103, s.21(3).

**OPTIONS FOR PLAN**

1. *None*







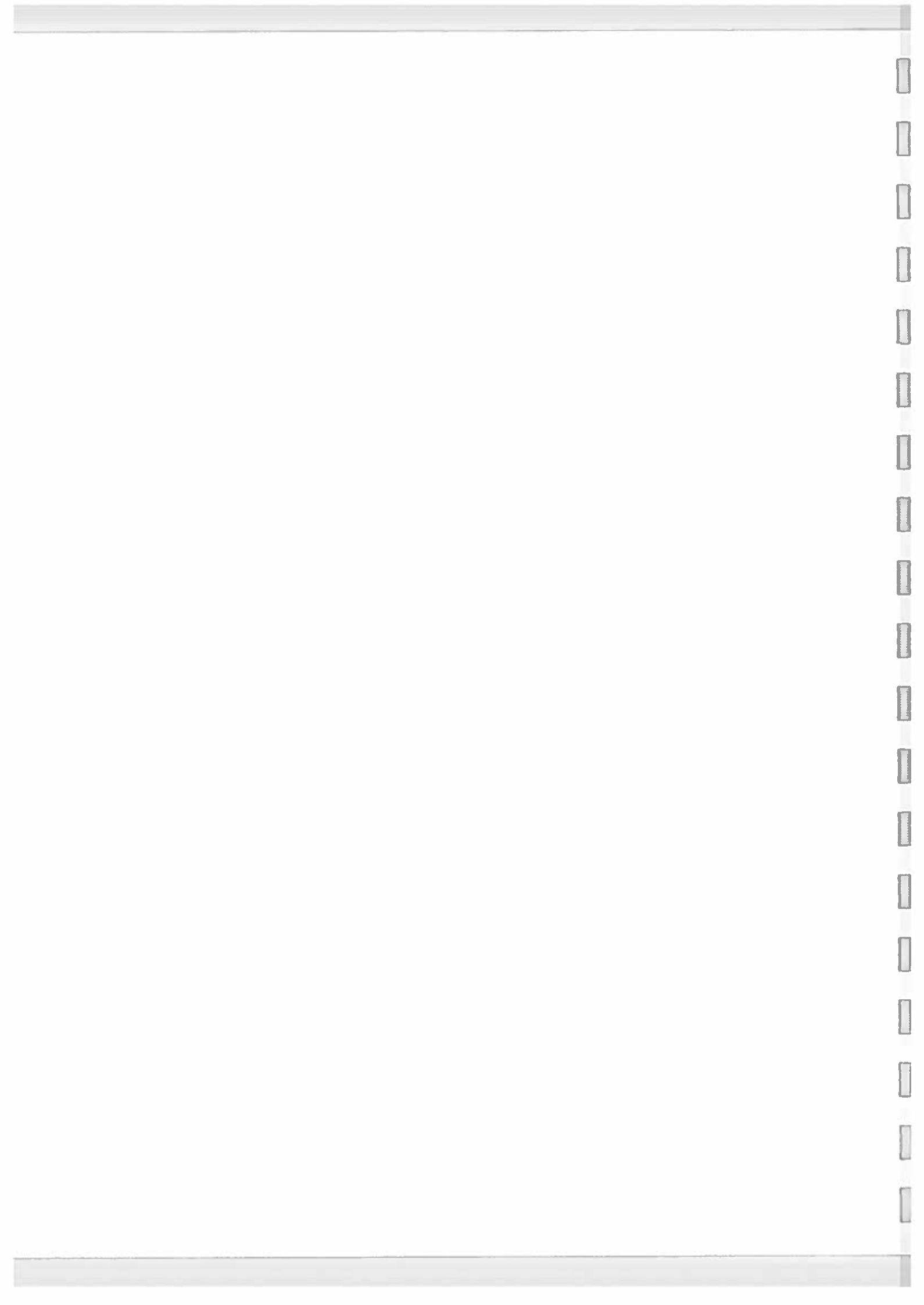
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APPENDIX 'A'

NOVA SCOTIA ASSOCIATION OF CHIEFS OF POLICE

RECOMMENDATIONS TO THE MINISTER OF JUSTICE

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<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>1. Non-integrated radio system.</p>	<p>1. Fully integrated provincial radio system.</p>	<p>1. (a) Funding.                      (b) Non compatible equipment.                      (c) Lack of an ongoing plan.                      (d) Lack of leadership.                      (e) Standardized policy &amp; procedures (SOP's &amp; 10 code).                      (f) Maintenance &amp; upgrading.</p>	<p>1. The Nova Scotia Minister of Justice facilitate the development and implementation of a fully integrated radio system serving municipal/regional police services and the RCMP.</p> <p>(a) <i>It is understood that this recommendation will require funding on a cost shared basis by all stakeholders.</i></p> <p>(b) <i>The system should provide the capability to communicate with other emergency services.</i></p> <p>(c) <i>The development and implementation stages should involve participation of all stakeholders.</i></p> <p>(d) <i>The plan should consider consolidation of dispatch system for greater efficiency.</i></p> <p>(e) <i>The plan should include exploration of public/private partnership, i.e., leasing.</i></p> <p><i>(refers to issue # 1)</i></p>

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
<p>2. Non-integrated computer information system.</p>	<p>2. Fully integrated provincial computer information system.</p>	<p>2. (a) Funding.                      (b) Non-compatible systems.                      (c) Lack of ongoing plan.                      (d) Lack of leadership.                      (e) Standardized policy and procedures (SOP's).                      (f) Maintenance and upgrading.                      (g) Training.                      (h) Multi-disciplinary interface (Justice and emergency systems).</p>	<p>2. The Nova Scotia Minister of Justice facilitate the integration of computer data between municipal/regional police services and the RCMP through state of the art technology.</p> <p>(a) A minimum standard will be required in the Province.</p> <p>(b) It should be recognized that it will be more economical to build on existing R.A.P.I.D. and P.I.R.S.</p> <p>(c) This recommendation is viewed as a viable alternative to the PIINS system.</p> <p>(d) This recommendation would include the integration of J.O.I.S.                      (refers to issue # 2)</p>
<p>3. Piecemeal approach to 911 system (call taking and dispatching.)</p>	<p>3. No hand-off 911 call taking and dispatching.</p>	<p>3. (a) Funding.                      (b) Lack of an effective and efficient plan to meet emergency needs by the Province.                      (c) Fragmented approach to 911 system (call taking and dispatching.)</p>	<p>3. The Nova Scotia Minister of Justice facilitate 911 call taking and dispatching with the consolidation of police dispatch locations.                      (refers to issue # 3)</p>

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
4. Some departments are using paid auxiliary.	4. Redefine standardized terminology	4. (a) No standardized terminology.	4. The Nova Scotia Minister of Justice propose legislation under <i>The Police Act</i> to define "auxiliary" and "reserve police officers" and their respective authority.
5. Some departments are using non-paid auxiliary.	5. Ability for police services to use a volunteer component in providing policing.	5. (a) Lack of legislation.	(a) Auxiliary police officers should meet minimum Provincial standards acceptable to municipal police services and the RCMP.
6. No definition for auxiliary.	6. Definition for auxiliary and their respective authority.	6. (a) Definition and legislation.	(b) Auxiliary police officers should be unpaid volunteers but may receive a stipend.
7. No definition for part-time police officer.	7. Definition for part-time police officers and their respective authority.	7. (a) Definition and legislation.	(c) All auxiliary police officers should be covered under the Nova Scotia Workmen's Compensation Act and should have extended liability coverage for their actions.
8. No definition for reserve police officer.	8. Definition for reserve police officers and their respective authority.	8. (a) Definition and legislation.	(d) Reserve police officers are fully trained and paid.
9. No transferability for volunteers.	9. Transferable volunteers able to be used by municipal police services and the RCMP.	9. (a) Lack of minimum standards.	<i>(refers to issues # 4, 5, 6, 7, 8, 9, and 10)</i>
10. No standards for engagement	10. Standards for engagement.	10. (a) No policies.	

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
11. No maximum age for police officers.	11. A maximum age for police officer retirements.	11. (a) No legislation.	5. The Nova Scotia Minister of Justice propose legislation to establish a maximum age for police officer retirements. <i>(refers to issue # 11)</i>
12. Right to strike exists.	12. "No strike" legislation with binding arbitration as an alternative.	12. (a) No legislation.	6. The Nova Scotia Minister of Justice introduce "no strike" legislation. <i>Police are unique in that community safety ultimately depends on their uninterrupted police service.</i> <i>Arbitration process should recognize regional economic conditions.</i> <i>(refers to issue # 12)</i>
13. No standardized pension plan.	13. Standardized pension plan.	13. (a) No standard pension plan.	7. The Nova Scotia Minister of Justice facilitate the establishment of a standardized wage, benefits and pension package for police services in Nova Scotia. <i>(refers to issues # 13, 14 and 15)</i>
14. No standardized wages.	14. Standardized wages.	14. (a) No standard wages.	
15. No standardized benefits plan.	15. Standardized benefits plan.	15. (a) No standard benefits plan.	

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
16. No job descriptions per rank.	16. Job descriptions per rank.	16. (a) Standardized job descriptions.	8. The Nova Scotia Minister of Justice require Policing Services to provide guidance in the following areas:
17. No standardized promotional routines in some departments.	17. Criteria for standardized promotional routine for all departments.	17. (a) Standardized promotional routine.	(a) standardized job descriptions; (b) standardized promotional routines; (c) standardized rank structure;
18. No standardized rank structure.	18. Standardized rank structure.	18. (a) Standardized rank structure.	(d) guideline ratio criteria for supervisors to staff; and (e) standardized performance appraisal process.
19. No guideline ratio criteria for supervisors to staff.	19. Guideline ratio criteria for supervisors to staff.	19. (a) Guideline ratio criteria for supervisors to staff.	These guidelines will: ~ be developed using full consultation with the Nova Scotia Chiefs of Police Association, police officers and other key stakeholder groups; and ~ recognize the identity and the authority of the local Police Boards and the communities they represent.  <i>(refers to issues # 16, 17, 18, 19 and 20)</i>
20. No standardized performance appraisal process.	20. Standardized performance appraisal process.	20. (a) Standardized performance appraisal process.	

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
21. The workplace does not reflect the demographics of the community.	21. To more truly reflect the demographics of the community throughout the whole workplace.	21. (a) Lack of qualified applicants. (b) Perceived inhibitive environment by under-represented populations (gender, racial and profession.)	9. The Nova Scotia Minister of Justice, in partnership with the policing community, aggressively pursue the recruitment of qualified under-represented populations. <i>(refers to issue # 21)</i>

Human Resources - Recruiting

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
22. No recruitment replacement strategy.	22. Recruitment replacement strategy.	22. (a) No leadership, coordination and direction. (b) No standardized pension plan. (c) Statistical bench marks. (d) No measurable career span.	10. Nova Scotia Policing Services, in consultation with the Nova Scotia Chiefs of Police Association, research and develop a recruitment replacement strategy which will enable all police services to implement appropriate recruitment strategy. <i>(refers to issue # 22)</i>
23. No guaranteed employment for new recruits.	23. Ongoing access to qualified police officers.	23. (a) No pool of qualified officers. (b) High training costs. (c) No coordinated strategies within the respective municipalities.	11. Nova Scotia Policing Services develop and maintain a list of potential candidates that meet the approved standards. <i>This recommendation would include the maintenance of a registry of qualified police officers seeking employment in a police service.</i> <i>PKA/D</i> <i>(refers to issue # 23)</i>



<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>24. Inconsistent application of minimum recruiting standards (local and regional).</p>	<p>24. Consistent application of minimum recruiting standards (local and regional).</p>	<p>24. (a) Lack of funding at local level. (b) Individual department policies. (c) Political interference.</p>	<p>12. Further to the recommendation that there be a standardized wage, benefits and pension package for police services in Nova Scotia, all police agencies will be required to conform to the Provincial recruiting standard.</p> <p><i>This recommendation could be accomplished by incorporating the recruiting standards in the administrative S.O.P. Manual.</i></p> <p><i>(refers to issue # 24)</i></p>
<p>25. Province funding twenty (20) recruits a year.</p>	<p>25. Province provide funding for sufficient recruiting.</p>	<p>25. (a) Province does not understand the need. (b) Policing Services has inadequate budget.</p>	<p>13. The province should provide adequate funds for sufficient recruiting to address the immediate growing needs of Nova Scotia Police agencies.</p> <p><i>(refers to issue # 25)</i></p>
<p>26. Nova Scotia government does not provide student loans for participants at Atlantic Police Academy.</p>	<p>26. Nova Scotia government provide student loans for participants to Atlantic Police Academy.</p>	<p>26. (a) Prohibits individuals funding to pursue a police career. (b) Inequity based on ability to pay.</p>	<p>14. The Nova Scotia Department of Justice collaborate with the Nova Scotia Department of Education to provide student loans for participants to the Atlantic Police Academy.</p> <p>The Nova Scotia Department of Justice continually explore other partnerships with regional and national accredited police training institutions.</p> <p><i>(refers to issue # 26)</i></p>

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
<p>27. Recruiting of displaced police officers due to regionalization.</p>	<p>27. Strategy to address displaced police officers due to regionalization.</p>	<p>27. (a) Disparity of qualifications.                      (b) Regionalization threatens job security.                      (c) Inadequate pension plans.                      (d) Inadequate severance packages.                      (e) Age.                      (f) Lack of grandfather clause on regionalization of police services.                      (g) Abilities.                      (h) No successor rights for existing police officers.</p>	<p>15. The Minister of Justice take steps to ensure that all police personnel be utilized in the event of any rationalized police services.   <i>(refers to Issue # 27)</i></p>
<p>28. Employment equity regarding recruiting (see Employment Equity recommendation.)</p>	<p>28. Employment equity strategy regarding recruiting (see Employment Equity recommendation.)</p>	<p>28. (See Employment Equity recommendation.)</p>	<p>16. The Nova Scotia Minister of Justice, in partnership with the policing community, aggressively pursue the recruitment of qualified under-represented populations.                      (See Employment Equity recommendation.)   <i>(refers to Issue # 26)</i></p>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
29. Inadequate funding.	29. Adequate funding.	29. (a) Sharing of services. (b) No financial commitment to train. (c) Lack of understanding for the need of training by some municipal leaders.	17. The Nova Scotia Minister of Justice facilitate a problem solving session on police training involving all the key stakeholders including representatives of Policing Services, all Municipal Police Boards, Chiefs of Police, police unions and the RCMP.  <i>(refers to Issues # 29, 30, 31, 32, 33, 34 and 35)</i>
30. No standardized career planning (continuum).	30. Standardized career planning (continuum).	30. (a) No process.	
31. Out-dated curriculum.	31. Ongoing update of curriculum.	31. (a) No process.	
32. Lack of training plan.	32. Strategic training plan.	32. (a) No process.	
33. Lack of ongoing needs analysis.	33. Ongoing needs analysis.	33. (a) No consultation. (b) No process.	
34. Under utilization of existing trainers.	34. Better utilization of existing trainers.	34. (a) No process. (b) Lack of funding	
35. Obligation on employer versus employee for professional development.	35. Shared responsibility by employer and employee for professional development.	35. (a) No union buy in.	

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>36. No mechanism for proceeds of crime.</p>	<p>36. Mechanism for proceeds of crime.</p>	<p>36. (a) A lot of demands for funds.                      (b) Not to police for profit.                      (c) Not to supplement budget.                      (d) Extent of funding unknown.                      (e) Equitable dispersment of funds.                      (f) Expenditure of funds on items other than law enforcement.</p>	<p>18. The Nova Scotia Municipal Police Assistance Fund be established as previously recommended by the Nova Scotia Chiefs of Police Association and that the funds generated by the Proceeds of Crime be shared as follows:</p> <ul style="list-style-type: none"> <li>~ 50% to Municipal Units to offset cost of police on a per capita basis;</li> <li>~ 25% to the Provincial Government; and</li> <li>~ 25% to the Municipal Police Assistance Fund.</li> </ul> <p>This fund should be administered by an Advisory Committee composed of representatives from:</p> <ul style="list-style-type: none"> <li>~ The Department of Justice;</li> <li>~ Nova Scotia Chiefs of Police Association; and</li> <li>~ R.C.M.P.</li> </ul> <p>along with a coordinator to be appointed by the aforementioned committee for the day to day administrative operation of the fund.</p> <p>(refers to issue # 36)</p>

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
<p>37. In-house (departmentally)/ external (municipal corporate) administrative services.</p>	<p>37. External (municipal corporate) services (i.e., human resources and financial administration) to maximize efficiency and effectiveness.</p>	<p>37. (a) Duplication of services. (b) Possible loss of operational control. (c) Failure of smaller departments to regionalize.</p>	<p>19. The Nova Scotia Minister of Justice encourage, through the audit process, less reliance on police resources for non-police functions (i.e., human resources and financial administration.) <i>(refers to issue # 37)</i></p>
<p>38. Difference in level of financial control/funding in municipalities with more than one police service.</p>	<p>38. Level playing field for financial accountability in municipalities with more than one police service.</p>	<p>38. (a) Opportunities to municipalities are perceived to be limited. (b) Current contractual agreements between Federal and Provincial Governments.</p>	<p>20. (a) The Nova Scotia Minister of Justice facilitate the rationalization of the financial planning cycle. (b) The Nova Scotia Minister of Justice review existing legislation regarding the financing of policing services which currently use a single-based rate in municipalities with more than one police service. <i>(refers to issue # 38)</i></p>
<p>39. Regulatory versus fiscal/funding accountability.</p>	<p>39. A balanced approach between the Department of Justice and municipalities in establishing and implementing regulatory standards and their respective costs.</p>	<p>39. (a) Funding. (b) Communication. (c) Lack of certainty from the regulatory perspective.</p>	<p>21. The Nova Scotia Minister of Justice create ongoing dialogue with Municipal Police Boards along with RCMP Advisory Committees in establishing and implementing regulatory standards and respective costs. <i>(refers to issue # 39)</i></p>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
40. Lack of municipal support for "no strike" legislation for police service.	40. "No strike" legislation for police services.	40. (a) No legislation. (b) Municipal councils' lack of understanding of the magnitude of the issue. (c) Lack of suitable mechanism to replace "no strike" legislation.	22. The Nova Scotia Minister of Justice introduce "no strike" legislation. <i>Police are unique in that community safety ultimately depends on their uninterrupted police service. Arbitration process should recognize regional economic conditions.</i> <i>(refers to issue # 40)</i>

Provincial Policing Services - Operational/Support Services

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
41. Varying levels of specialized service due to size.	41. All citizens entitled to same level of service.	41. (a) No formal agreement for shared services. (b) Contractual agreement conflicts.	23. The Nova Scotia Minister of Justice guarantee access to support and specialized services across the province by enhancing the support and relationship between the Provincial and Municipal Police Services and, furthermore, that the Province of Nova Scotia guarantee access and accept fiscal responsibility for support and specialized services formalized by a Memorandum of Understanding. N.S.C.P.A. recognizes that:  ~ <i>All citizens are entitled to equal and professional policing, however, not every community requires a full range of police services to be available on site, but support and specialized functions need to be available to all police services.</i>  <i>(refers to issues # 41, 42, 43, 44, 45, 46 and 47)</i>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
42. Inconsistent methods of delivery of service.	42. Standardized delivery of service beyond basic service.	42. (a) Lack of protocol between police services. (b) Province needs to take a leadership role.	
43. Varying levels of demands for service.	43. Standardized delivery of service beyond basic service.	43. (a) Lack of resources. (b) Size of police service creates limitations.	
44. No ensured method of delivery of services.	44. Method to achieve full service level.	44. (a) Lack of protocol. (b) Service exchange.	
45. Not clear which level of government (Federal, Provincial and Municipal) has responsibility for service beyond patrol.	45. Documented responsibility for service beyond patrol for the respective levels of government (Federal, Provincial and Municipal.)	45. (a) Fragmented delivery of specialized services. (b) Lack of understanding by governing political bodies of their respective roles at all levels.	
46. Limited resources to address situation beyond basic service.	46. Documented responsibility for service beyond patrol for the respective levels of government (Federal, Provincial and Municipal.)	46. (a) Lack of protocol. (b) Lack of funds.	

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
47. Service being provided but dependent on hodgepodge methods.	47. Documented responsibility for service beyond patrol for the respective levels of government (Federal, Provincial and Municipal.)	47. (a) Lack of protocol. (b) Lack of funds.	

Policing Standards

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
48. Provincial standards used to audit municipal police services need ongoing upgrading.	48. Develop and upgrade appropriate standards.	48. (a) No formalized process.	24. The Nova Scotia Minister of Justice establish a committee composed of representatives from Nova Scotia Policing Services and N.S.C.P.A. to develop and upgrade policing standards.  (refers to issues # 48 and 49)
49. Lack of formalized process for input from municipal police services regarding policing standards.	49. Establish a formalized process that includes input from municipal police services regarding policing standards.	49. (a) No existing formalized process. (b) Lack of initiative due to demands. (c) Difficulty maintaining current standards in a changing environment.	



<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
50. Not using appropriate administrative terms.	50. Terminology revamped to reflect current reality.	50. (a) Police Act. (b) Ongoing changes in structure.	25. The Nova Scotia Minister of Justice review and make necessary changes to the Police Act and Regulations respecting appropriate terminology. <i>(refers to issue # 30)</i>
51. No Legislative authority for audits.	51. Legislative authority for audits.	51. (a) Leadership and initiative to put package together. (b) System new since last amendments to Act. (c) Not all stakeholders agree there is a need. (d) Inconsistent application of audit process.	26. The Nova Scotia Minister of Justice, in consultation with Nova Scotia Chiefs of Police Association, make amendments to the Police Act and Regulations to authorize Policing Services to develop standard operating procedures re: audits, police officer status off duty, uniforms, extra duty and off duty employment. <i>(refers to issues #51, 52, 53, 54 and 55)</i>
52. Only have provincial status while on duty.	52. Police should have full provincial status, 24 hours a day, including off-duty.	52. (a) Negative implications. (b) Potential liability for employer. (c) Difficult to control (d) Difficulty for police officer taking action.	
53. No adherence to standard for police uniforms	53. Adherence to standardization of police uniforms.	53. (a) Clarification in Act. (b) Interpretation of Act. (c) Too broad. (d) No enforcement.	

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
54. Police uniforms not protected from being used by other organizations.	54. Standardized police uniforms only be used by police officers.	54. (a) No political "will". (b) Absence of Legislation.	
55. Guidelines for extra and off-duty employment for full time police officers.	55. Specific guidelines for extra and off-duty employment for full time police officers.	55. (a) Inconsistencies from different police services. (b) Case law.	
56. No formula for cost recovery on reinvestigation of criminal offences.	56. Cost-recovery formula on reinvestigation of criminal offences, regardless of who conducts reinvestigation.	56. (a) Leadership. (b) Fiscal restraints.	27. The Nova Scotia Minister of Justice be responsible for any costs associated with a reinvestigation ordered by Policing Services. <i>(refers to Issue # 56)</i>
57. No definition of a Commissioner of Police and Associate Chief.	57. Definition of roles for Commissioner of Police and Associate Chief.	57. (a) New positions. (b) Inconsistent terminology across the province. (c) Move to corporate approach versus para-military approach.	28. (a) The Nova Scotia Minister of Justice define the role and responsibilities of a Commissioner of Police, Associate Chief and other positions that may be established at a later date.  (b) The Nova Scotia Minister of Justice amend the Police Act and Regulations so that where reference is made to Chief of Police, it can include the Deputy Chief or any person acting in that capacity. <i>(refers to Issue # 57)</i>

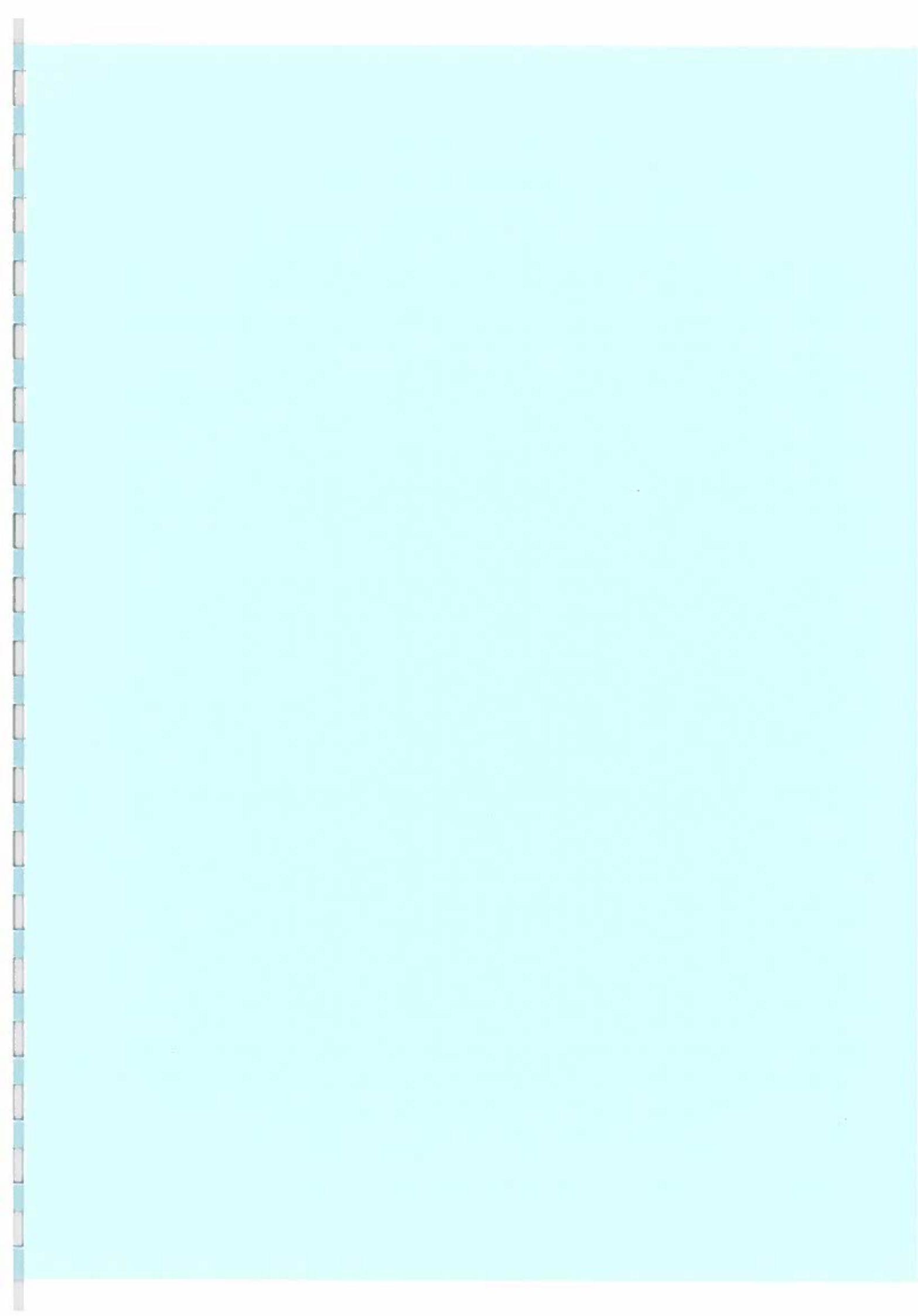
<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATIONS</u>
58. No requirement for police officers with ten years or less to retirement to take mandatory training.	58. Delete this section from the Act.	58. (a) Legislative process. (b) Resistance by senior officers.	29. The Nova Scotia Minister of Justice review and make necessary changes, through the Police Act and Regulations, to reflect personal responsibility for taking mandatory training.  <i>(refers to issues # 58 and 59)</i>
59. Police officers have no personal responsibility for mandatory training.	59. Police officers to have personal responsibility to take mandatory training.	59. (a) Union resistance. (b) Collective agreements. (c) Costs. (d) Labour laws.	
60. Not enough strength given to Police Boards.	60. Legislative authority for their role.	60. (a) Jurisdictional disputes between councils and Boards. (b) Policy or Legislation. (c) No accountability. (d) Best interest of Police Boards are subordinate to councils. (e) Appropriate authority not being enforced.	30. The Nova Scotia Minister of Justice review existing legislation re authority, composition, roles and responsibilities of Police Boards in consultation with Nova Scotia Association of Police Boards, Nova Scotia Chiefs of Police Association and the Union of Nova Scotia Municipalities, and develop, implement and enforce the aforementioned issues.  <i>(refers to issues # 60, 61 and 62)</i>
61. Need to review composition of Police Board.	61. Revamp structure for Police Boards to include greater citizen representation.	61. (a) Money versus community safety. (b) Political interests. (c) Structure inconsistent with community-based policing philosophy.	

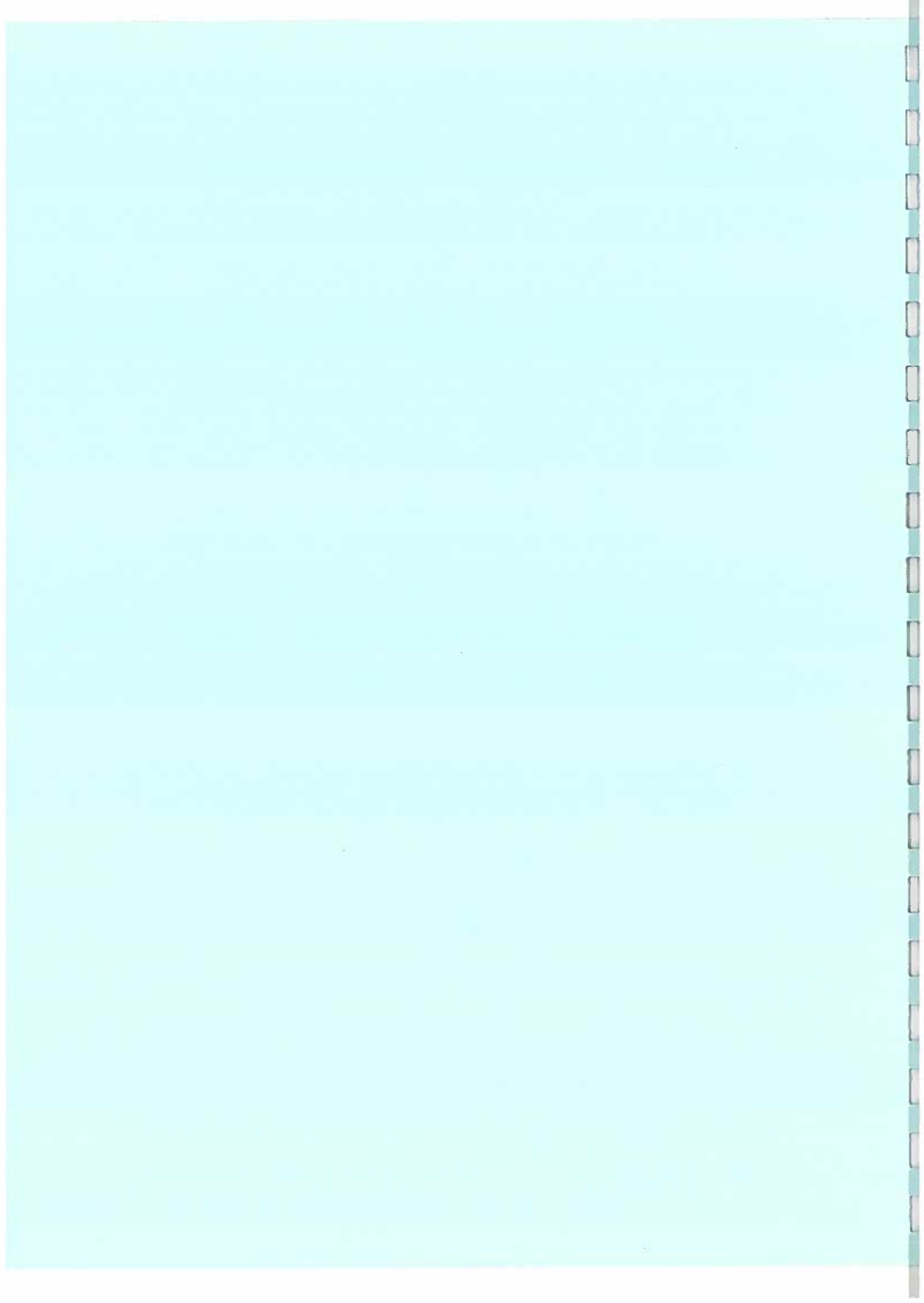
CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
<p>62. No clear definition of the roles and responsibilities of Police Boards.</p>	<p>62. Clear definition of roles and responsibilities of Police Boards.</p>	<p>62. (a) Training of Boards                      (b) Guidelines/procedures.                      (c) Understanding of current guidelines.                      (d) Definition of respective individual Board Member roles.                      (e) SOP's for Boards.                      (f) Consistent governance model.</p>	<p>31. The Nova scotia Minister of Justice introduce "no strike" legislation.                       Police are unique in that community safety ultimately depends on their uninterrupted police service, hence unique alternative solutions should be explored.  <i>(refers to issue # 63)</i></p>
<p>63. Lack of municipal support for "no strike" Legislation for police service.</p>	<p>63. "No strike" Legislation for police services.</p>	<p>63. (a) No Legislation.</p>	<p>32. The Nova Scotia Minister of Justice ensure that the Chiefs of Police continue to have their tenure position protected, thereby, ensuring police service independence from political interference.   <i>(refers to issue # 64)</i></p>
<p>64. Chief of Police tenure.</p>	<p>64. Maintain the status quo.</p>	<p>64. (a) Communication.                      (b) Integrity of police service.</p>	

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>65. Varying levels of specialized service due to size.</p>	<p>65. All citizens entitled to same level of service.</p>	<p>65. (a) No formal agreement for shared services. (b) Contractual agreement conflicts.</p>	<p>33. It is accepted that the minimal standard, as established by the Nova Scotia Minister of Justice in consultation with individual Police Boards, taking into consideration demographics, crime rates, case burdens, overtime requirements, response time, community expectations, trends and crime prevention, shall reflect the priorities, objectives and goals of the community served.</p>
<p>66. Inconsistent methods of delivery of service.</p>	<p>66. Standardized delivery of service beyond basic service.</p>	<p>66. (a) Lack of protocol between police services. (b) Province needs to take a leadership role.</p>	<p>All citizens are entitled to equal and professional policing; however, not every community requires a full range of police services to be available on site, but support and specialized functions need to be available to all police services.</p>
<p>67. Varying levels of demands for service.</p>	<p>67. Standardized delivery of service beyond basic service.</p>	<p>67. (a) Lack of resources. (b) Size of police service creates limitations.</p>	<p><i>(refers to issues 65, 66, 67, 68, 69, 70 and 71)</i></p>
<p>68. No ensured method of delivery of services.</p>	<p>68. Method to achieve full service level.</p>	<p>68. (a) Lack of protocol (b) Service exchange.</p>	
<p>69. Not clear which level of government (Federal, Provincial and Municipal) has responsibility for service beyond patrol.</p>	<p>69. Documented responsibility for service beyond patrol for the respective levels of government (Federal, Provincial and Municipal.)</p>	<p>69. (a) Fragmented delivery of specialized services. (b) Lack of understanding by governing political bodies of their respective roles at all levels.</p>	

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>70. Limited resources to address situation beyond basic service.</p>	<p>70. Documented responsibility for service beyond patrol for the respective levels of government (Federal, Provincial and Municipal.)</p>	<p>70. (a) Lack of protocol. (b) Lack of funds.</p>	
<p>71. Service being provided but dependent on hodgepodge methods.</p>	<p>71. Documented responsibility for service beyond patrol for the respective levels of government (Federal, Provincial and Municipal.)</p>	<p>71. (a) Lack of protocol. (b) Lack of funds.</p>	

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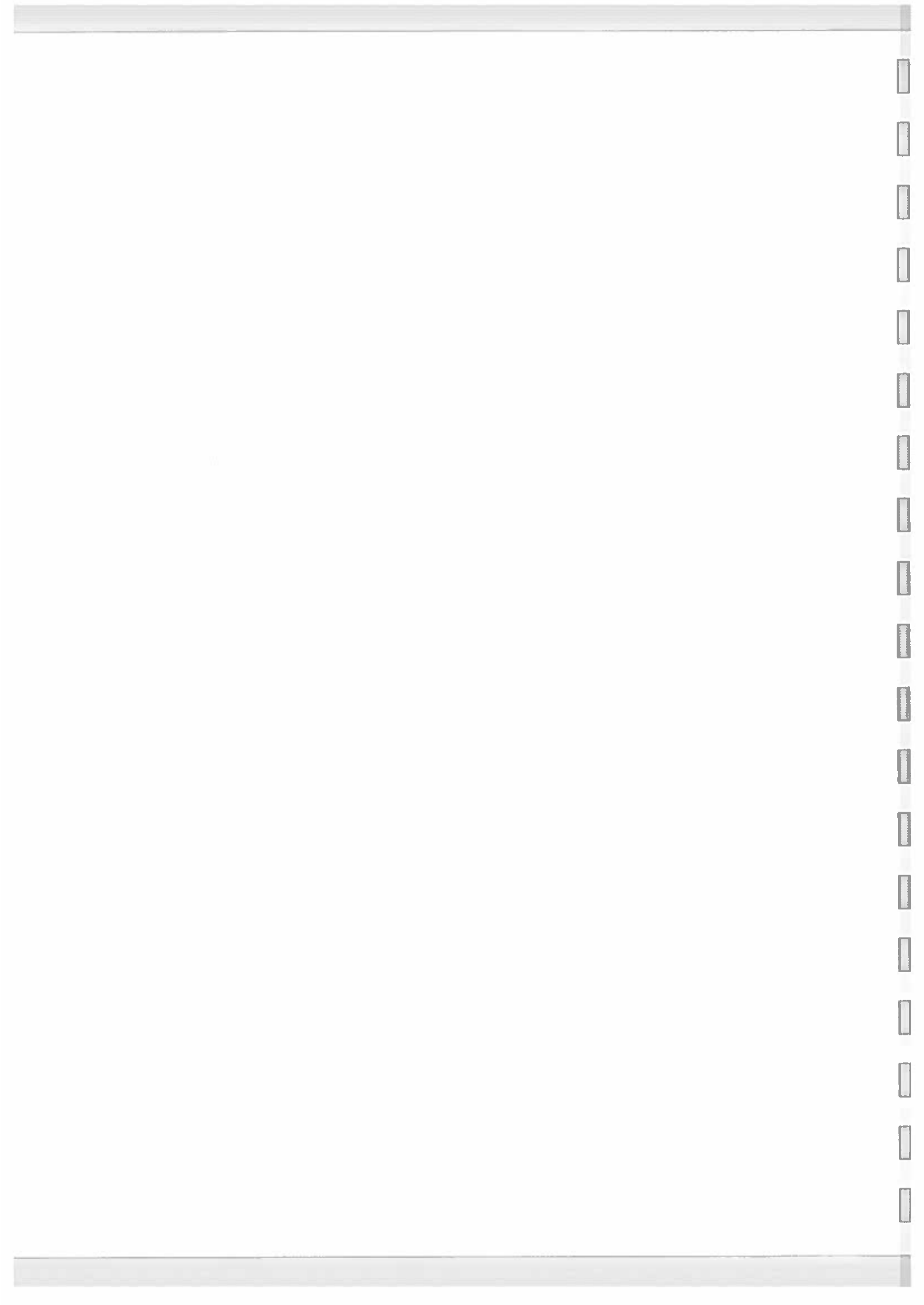
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APPENDIX 'B'

NOVA SCOTIA ASSOCIATION OF POLICE BOARDS

RECOMMENDATIONS TO THE MINISTER OF JUSTICE

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<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>1. Province setting standards that municipalities have to pick up costs (unfunded mandate).</p>	<p>1. Province pays.</p>	<p>1. (a) Funding. (b) Communication (re Legislation and impact). (c) Coordination (re Legislation and impact).</p>	<p>1. The Nova Scotia Minister of Justice, in consultation with municipalities, establish an appropriate standard of police service, including funding guidelines involving all levels of government, sufficient to ensure equity in funding and police services to all residents of Nova Scotia.  <i>(refers to issues # 1, 2, 3, 4 and 5)</i></p>
<p>2. Subsidization of some municipal services are inequitable.</p>	<p>2. Equitable subsidization.</p>	<p>2. (a) Funding. (b) Political ramifications. (c) Lack of uniformity.</p>	
<p>3. Proceeds of crime not distributed.</p>	<p>3. Mechanism to distribute proceeds of crime.</p>	<p>3. (a) No system (approach). (b) No policy. (c) No municipal involvement.</p>	
<p>4. Provincial funding responsibility not clear.</p>	<p>4. Clear commitment for provincial funding with acceptable guidelines.</p>	<p>4. (a) No clear definition of provincial funding responsibility for police services. (b) No provincial standard for policing. (c) No municipal input re proceeds of crime.</p>	

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
<p>5. No true costing standards with province re minimum level of service based on per capita.</p>	<p>5. Minimal policing standards, along with appropriate funding, be enacted.</p>	<p>5. (a) Policy. (b) No definition of core services as a minimum standard across the province. (c) Funding.</p>	<p>2. The Nova Scotia Minister of Justice shall ensure that municipal police departments be reimbursed for their involvement in administering and enforcing the Firearms Legislation.  <i>(refers to Issue # 6)</i></p>
<p>6. Federal firearms Legislation and costs to municipalities.</p>	<p>6. Funded totally by Federal government including enforcement.</p>	<p>6. (a) No information. (b) No clear direction.</p>	<p>3. The Nova Scotia Minister of Justice, in consultation with the municipalities, establish a policy re lockups and respective costs, including liability.  <i>(refers to Issues # 7 and 8)</i></p>
<p>7. Related costs to housing prisoners for the R.C.M.P.</p>	<p>7. Province should be responsible for Corrections.</p>	<p>7. (a) Affordability. (b) No charge back for aftercare. (c) Liability lop-sided with negative impact on municipalities.</p>	
<p>8. Lockups and respective costs.</p>	<p>8. The need to review process of lockups and assessing respective costs.</p>	<p>8. (a) Funding (b) Not covered by Corrections. (c) Fee based on true costs.</p>	

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>9. Excessive overtime due to court scheduling.</p>	<p>9. Better administration.</p>	<p>9. (a) No coordination (b) Limited municipal involvement. (c) Financial accountability not outlined. (d) No responsibility for direct costs. (e) Inconsistencies across the province. (f) Communication breakdown. (g) Job accountability. (h) People making decisions have no financial responsibility. (i) Lack of "will" by police officers to affect change. (j) Loss of pay to police officers.</p>	<p>4. The Nova Scotia Minister of Justice recognize and assume all costs related to court proceedings after arraignment (i.e., overtime costs for police officers, processing of court documents, etc.)  <i>(refers to issues # 9 and 10)</i></p>
<p>10. Typing of court documents.</p>	<p>10. Court absorb responsibility and all related costs once the case gets to court.</p>	<p>10. (a) Funding. (b) Court not doing it in all cases. (c) Lack of will by the courts.</p>	
<p>11. Legislation for collecting parking tickets.</p>	<p>11. Enact Legislation.</p>	<p>11. (a) Lack of political "will" of government. (b) Municipal concerns not taken seriously.</p>	<p>5. The Nova Scotia Minister of Justice enact Legislation to amend the Motor Vehicle Act, requiring that all outstanding parking tickets be paid prior to the renewal or issuance of a driver's license.  <i>(refers to issue # 11)</i></p>

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
<p>12. Sharing of services/ information between the R.C.M.P. and municipal services.</p>	<p>12. Sharing of services/ information.</p>	<p>12. (a) Turf protection.                      (b) Technical problems with communications equipment.                      (c) Costs.                      (d) Refusal to change.                      (e) Lack of "will" to coordinate.                      (f) No common goals.                      (g) Maintaining old styles.</p>	<p>6. The Nova Scotia Minister of Justice, through his resources and influence, encourage greater cooperation in sharing services and information between the R.C.M.P. and municipal police services.   <i>(refers to issue # 12)</i></p>
<p>13. Wage disparity.</p>	<p>13. Fair wage negotiated at local level.</p>	<p>13. (a) Funding                      (b) Inequity</p>	<p>7. The Nova Scotia Minister of Justice recognize that it is the responsibility of the local police commissions to deal with such issues as wages and conditions of employment.   <i>(refers to issue # 13)</i></p>
<p>14. Auditors background.</p>	<p>14. Auditors with related experience in urban, suburban and rural policing.</p>	<p>14. (a) Lack of understanding of smaller municipal units.                      (b) Unrealistic expectations by auditors.                      (c) Availability of appropriately trained auditors.                      (d) Not a clear understanding of auditors' roles.</p>	<p>8. The Nova Scotia Minister of Justice encourage the hiring of police service auditors whose experience is directly related to the services being audited.   <i>(refers to issue # 14)</i></p>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>15. Lack of clarification of what is classified as centralized services.</p> <p>16. Inconsistency across the province as to who is paying for centralized services.</p>	<p>15. Clarification with justified reason.</p> <p>16. Consistency in funding across the province.</p>	<p>15. (a) Ability to pay. (b) Lack of understanding of needs. (c) Refusal to accept documented listing of services.</p> <p>16. (a) Funding (b) Acceptance of responsibility. (c) Political pressure between municipalities (have vs. have nots). (d) Traditional acceptance.</p>	<p>9. The Nova Scotia Minister of Justice, with reference to the Solicitor General's Report of April 1993, clearly identify centralized services (provincial and federal government) and accept full responsibility of its funding throughout the province.</p> <p><i>(refers to issues # 15 and 16)</i></p>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>17. Lack of planning.</p>	<p>17. Well planned services based on the most desired level of service in the most cost-effective way.</p>	<p>17. (a) Inventory of services.                      (b) Leadership.                      (c) Commitment.                      (d) Cooperation.                      (e) Defining acceptable level of service.                      (f) Options.</p>	<p>10. The Nova Scotia Minister of Justice, in considering any future restructuring of police services, shall ensure that there is full participation of parties affected in the planning process in order to ensure a desired level of services with optimum use of the resources available. Any such exercise can only succeed if there is full disclosure of all relevant information, including costs, in an atmosphere of trust and cooperation.</p> <p><i>(refers to issues # 17, 18 and 19)</i></p>
<p>18. Lack of participation with municipalities</p>	<p>18. True participation in the decision-making process regarding restructuring.</p>	<p>18. (a) No participation by municipalities.</p>	
<p>19. Hidden costs.</p>	<p>19. Knowing what your costs are going to be.</p>	<p>19. (a) Funding.                      (b) Lack of plan.                      (c) Clear openness and disclosure.                      (d) Common sense.                      (e) Human resource liabilities re displacement of employees.</p>	



<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
20. The right to strike.	20. Maintain status quo.	20. (a) Pay equity. (b) Alternatives unknown. (c) Ability to pay by the taxpayers. (d) Conditions of employment (service).	11. The Nova Scotia Minister of Justice continue to allow police associations the "right to strike".  <i>(refers to issue # 20)</i>

Governance

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
21. Lack of training of boards on role/responsibilities of being a police board member.  22. Lack of clear definition of role and responsibilities of police board members.	21. Structured training by province and appropriate resources.  22. Clearer role definition and clarity.	21. (a) Resources. (b) Plan. (c) Process for combined training between Department of Justice and police boards.  22. (a) Resources. (b) Plan. (c) Process for combined training between Department of Justice and police boards. (d) Communication. (e) Education and awareness.	12. The Nova Scotia Minister of Justice review existing legislation regarding authority, composition, roles and responsibilities of police boards in consultation with the Nova Scotia Association of Police Boards, and develop, implement and enforce changes to address the aforementioned issues.  <i>(refers to issues # 21, 22, 23, 24, 25 and 26)</i>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
23. Guidelines lacking for composition of police boards.	23. Firm guidelines with mandatory citizen component.	23. (a) No guidelines. (b) Legislation.	
24. Provincial appointments to police boards.	24. No provincial appointments.	24. (a) Not consistent with legislation.	
25. Police boards responsibility to councils not clear and vice versa.	25. Clearer role definition and clarity.	25. (a) Resources. (b) Plan. (c) Process for combined training between Department of Justice and police boards. (d) Communication. (e) Education and awareness.	
26. Police boards not consistent in exercising powers.	26. Clearer role definition and clarity.	26. (a) Resources. (b) Plan. (c) Process for combined training between Department of Justice and police boards. (d) Communication. (e) Education and awareness.	

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# ORIGINAL ARTICLES

## CLINICAL OBSERVATIONS

### THE EFFECT OF VITAMIN B<sub>12</sub> ON THE BLOOD PICTURE IN ANEMIA

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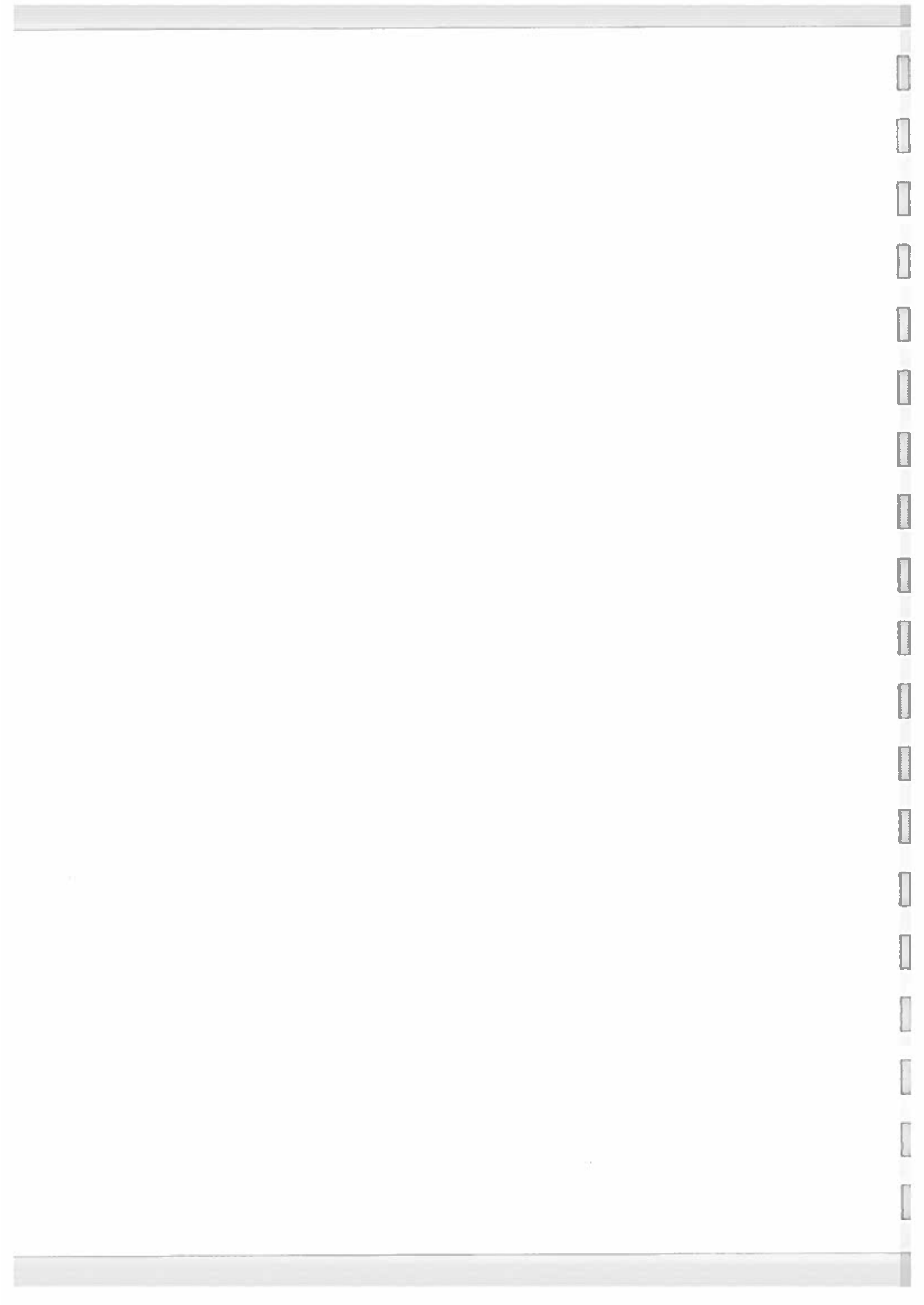
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APPENDIX 'C'

UNSM/DEPARTMENT OF JUSTICE ADVISORY COMMITTEE  
ON RCMP POLICING

RECOMMENDATIONS TO THE MINISTER OF JUSTICE



<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>1. Paying and having no say.</p> <p>2. Higher standards that create financial pressure on municipalities.</p>	<p>1. Having a say proportional to the pay.</p> <p>2. Balancing of service level relative to ability to pay.</p>	<p>1. (a) Legislation. (b) Difficulty in coordination of municipal position. (c) Lack of recognition of municipal government. (d) Contractual authority. (e) Lack of role definition (province v. municipal). (f) Who is RCMP ultimately accountable to re servicing municipalities?</p> <p>2. (a) Increased service expectations. (b) Fiscal situation of municipalities and province (limited funds). (c) No input by municipalities on standards. (d) Lack of consultation and coordination of competing provincial departmental reforms. (e) Unrealistic public expectations relative to fiscal ability.</p>	<p>1. (a) The Nova Scotia Minister of Justice propose Legislation to allow for the establishment of Boards to oversee local RCMP policing services. (b) The Nova Scotia Minister of Justice establish a standing committee composed of representatives from the province and municipalities to oversee municipal policing. (c) The Nova Scotia Minister of Justice establish a process to clearly define both the financial and operational roles and responsibilities of the province and municipal governments regarding ongoing delivery of policing services.</p> <p><i>(Refers to Issues # 1 and 2)</i></p>

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
<p>3. Financial inequities in distribution of costs.</p>	<p>3. Balancing the costs with the service provided.</p>	<p>3. (a) Don't know what the true costs are.                      (b) Defining roles between province and municipalities.                      (c) Confusion over what the RCMP are really doing.                      (d) Standards are not clear regarding local and provincial policing.                      (e) Existence of different service models.</p>	<p>2. The Nova Scotia Minister of Justice conduct operational audits of RCMP services, as they relate to serving the municipalities, similar to those done on municipal police departments.   <i>(refers to issue # 3)</i></p>
<p>4. Financing on per officer basis creates inequity.</p>	<p>4. Create an equitable formula that considers all variables.</p>	<p>4. (a) Not clear if officers being paid for by municipality are providing service to the municipal unit.                      (b) Indirect municipal support for provincial policing.                      (c) Inadequacy of resources for provincial policing responsibilities.                      (d) Lack of continuous information flow provided on RCMP staffing, on a provincial and local level.                      (e) Lack of true costs.                      (f) Lack of recognition of accountability to municipal levels by local RCMP officers.                      (g) Identification of all variables.</p>	<p>3. The Nova Scotia Minister of Justice undertake a study to establish a formula that considers all variables in policing services.   <i>(refers to issue # 4)</i></p>



CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
<p>5. Global provincial RCMP budgeting creates inequities (\$ per officer).</p>	<p>5. Incentive for rationalization of police services, other than officer reductions.</p>	<p>5. (a) Inequality of municipality ability to pay.                      (b) Local RCMP rationalization efforts are shared province-wide.                      (c) Identity of the impact of RCMP rationalization on municipal/provincial police services.                      (d) Inability of the RCMP to provide cost details other than province-wide basis.                      (e) Operational philosophy of the RCMP only conducive to province-wide approach.                      (f) Lack of an appropriate operational review process that includes federal, provincial and municipal jurisdiction and service delivery agent (i.e., RCMP, municipal and aboriginal police service).</p>	<p>4. (a) The Nova Scotia Minister of Justice incorporate a mechanism which would allow municipal units control over non-personnel budgetary items associated with RCMP detachments providing municipal policing services.                      (b) The Nova Scotia Minister of Justice, in conjunction with the RCMP, immediately develop and implement an accounting and reporting system that will accurately identify and allocate fixed and operating costs based on the level of service actually provided to each level of government or contracting partner.                      (refers to Issue # 5)</p>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>6. Ability to pay.</p>	<p>6. Provincially supported standards for policing.</p>	<p>6. (a) Every municipality has different ability.                      (b) Economic restraints.                      (c) No standards for municipal and provincial policing.                      (d) Conflicting agendas/priorities (municipal and provincial basis).                      (e) Mandated to pay regardless of ability to pay.                      (f) Provincial fiscal situation is limited.                      (g) Lack of initiative of province to establish standards.</p>	<p>5. (a) The Nova Scotia Minister of Justice, through consultation between municipal government and the Nova Scotia Chiefs of Police Association, establish standards for the discharging of policing responsibilities falling under municipal and provincial areas of jurisdiction.</p> <p>(b) The Nova Scotia Minister of Justice, in conjunction with the Minister of Municipal Affairs and UNSM, ensure an equitable means of allocating the costs of municipal policing.</p> <p><i>(Refers to issues # 6 and 7)</i></p>
<p>7. Paying for a police service not necessarily required.</p>	<p>7. Provincially supported standards for policing.</p>	<p>7. (a) Every municipality has different ability.                      (b) Economic restraints.                      (c) No standards for municipal and provincial policing.                      (d) Conflicting agendas/priorities (municipal and provincial basis).                      (e) Mandated to pay regardless of ability to pay.                      (f) Provincial fiscal situation is limited.                      (g) Lack of initiative of province to establish standards.</p>	

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>8. Exposure risk to wage parity.</p>	<p>8. Recognition of local economic conditions.</p>	<p>8. (a) Every municipality has different ability.                      (b) Economic restraints.                      (c) Global approach will create inflexible situation (i.e., highest pay level will be the goal, for example the school board and community services approach is not cost-effective.)</p>	<p>6. The Nova Scotia Minister of Justice introduce "No Strike" Legislation.  <i>Police are unique in that community safety depends on their uninterrupted police service.</i>  <i>Arbitration process should recognize regional economic conditions.</i>  <i>(refers to issue # 8)</i></p>
<p>9. Formula for cost related to service provided.</p>	<p>9. (a) Balancing the costs with the service provided.                      (b) Create an equitable formula that considers all variables.</p>	<p>9. (a) Don't know what the true costs are.                      (b) Defining roles between province and municipalities.                      (c) Confusion over what the RCMP are really doing.                      (d) Standards are not clear regarding local and provincial policing.                      (e) Existence of different service models.                      (f) Not clear if officers being paid for by municipality are directly accessible.                      (g) Indirect municipal support for provincial policing.</p>	<p>7. (a) The Nova Scotia Minister of Justice conduct operational audits of RCMP services, as they relate to serving the municipalities, similar to those done on municipal police departments.                      (b) The Nova Scotia Minister of Justice undertake a study to establish a formula that considers all variables in policing services.  <i>(refers to issue # 9)</i></p>

CURRENT SITUATION	DESIRED SITUATION	GAPS	RECOMMENDATION
9. (Continued)	<p>10. (a) Balancing the costs with the service provided.</p> <p>(b) Create an equitable formula that considers all variables.</p> <p>(c) Incentive for rationalization of police services, other than officer reductions.</p>	<p>9. (h) Inadequacy of resources for provincial policing responsibilities.</p> <p>(i) Lack of continuous information flow provided on RCMP staffing, either on provincial or local level.</p> <p>(j) Lack of true costs.</p> <p>(k) Lack of recognition of accountability to municipal levels by local RCMP officers.</p> <p>(l) Identification of all variables.</p>	<p>8. (a) The Nova Scotia Minister of Justice conduct operational audits of RCMP services, as they relate to serving the municipalities, similar to those done on municipal police.</p> <p>(b) The Nova Scotia Minister of Justice undertake a study to establish a formula that considers all variables in policing services.</p> <p>(c) The Nova Scotia Minister of Justice incorporate a mechanism which would allow individual municipal units control over non-personnel budgetary items associated with RCMP detachments providing municipal policing services.</p>
10. Inequity regarding the allocation of costs for the provision of local police service.	<p>10. (a) Balancing the costs with the service provided.</p> <p>(b) Create an equitable formula that considers all variables.</p> <p>(c) Incentive for rationalization of police services, other than officer reductions.</p>	<p>10. (a) Don't know what the true costs are.</p> <p>(b) Defining roles between province and municipalities.</p> <p>(c) Confusion over what the RCMP are really doing.</p> <p>(d) Standards are not clear regarding local and provincial policing.</p> <p>(e) Existence of different service models.</p> <p>(f) Not clear if officers being paid for by municipality are providing service to the municipal unit.</p>	<p>8. (a) The Nova Scotia Minister of Justice conduct operational audits of RCMP services, as they relate to serving the municipalities, similar to those done on municipal police.</p> <p>(b) The Nova Scotia Minister of Justice undertake a study to establish a formula that considers all variables in policing services.</p> <p>(c) The Nova Scotia Minister of Justice incorporate a mechanism which would allow individual municipal units control over non-personnel budgetary items associated with RCMP detachments providing municipal policing services.</p>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>10. (Continued)</p>		<p>10. (g) Indirect municipal support for provincial policing.                      (h) Inadequacy of resources for provincial policing responsibilities.                      (i) Lack of continuous information flow provided on RCMP staffing, either on provincial or local level.                      (j) Lack of true costs.                      (k) Lack of recognition of accountability to municipal levels by local RCMP officers.                      (l) Identification of all variables.                      (m) Inequality of municipality's ability to pay.                      (n) Local RCMP rationalization efforts are shared province-wide.                      (o) Identify the impact of RCMP rationalization on municipal/provincial police service.                      (p) Inability of RCMP to provide cost details other than province-wide basis.</p>	<p>8. (d) The Nova Scotia Minister of Justice, in conjunction with the RCMP, immediately develop and implement an accounting and reporting system that will accurately identify and allocate fixed and operating costs based on the level of service actually provided to each level of government or contracting partner.                       (refers to issue # 10)</p>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>10. (Continued)</p>		<p>10. (q) Operational philosophy of the RCMP only conducive to province-wide approach. (r) Lack of operational review process that is irrespective of federal, provincial and municipal jurisdiction and service delivery agent (i.e., RCMP, municipal and aboriginal police service).</p>	
<p>11. Allocation of proceeds of crime.</p>	<p>11. Fair formula.</p>	<p>11. (a) Municipalities not part of the process.</p>	<p>9. The Nova Scotia Minister of Justice develop an equitable means of distributing the proceeds of crime that recognizes the municipal contribution to the delivery of policing services. <i>(refers to issue # 11)</i></p>
<p>12. Scheduling of court time and related costs.</p>	<p>12. Improved coordination between prosecuting office, courts and local police service.</p>	<p>12. (a) Lack of control by municipality. (b) Lack of accountability to municipality. (c) No integrated information system between all stakeholders. (d) Defining role and responsibilities between police, crown and judicial systems. (e) No direct incentive to coordinate.</p>	<p>10. The Nova Scotia Minister of Justice, through consultation with municipal government and the Nova Scotia Chiefs of Police Association, develop a coordinated approach to address the inefficiencies in the current administration of justice (i.e., disclosure, court time bookings and down time for police). <i>(refers to issue # 12)</i></p>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
<p>13. Inequity of allocation of central service costs.</p>	<p>13. Provincially supported standards for policing.</p>	<p>13. (a) Every municipality has different ability.                      (b) Economic restraints.                      (c) No standards for municipal and provincial policing.                      (d) Conflicting agendas/priorities (municipal and provincial basis).                      (e) Mandated to pay regardless of ability to pay.                      (f) Provincial fiscal situation is limited.                      (g) Lack of initiative of province to establish standards.</p>	<p>11. The Nova Scotia Minister of Justice, with reference to the Solicitor General's Report of April 1993 (Table 7, Page 14) quantify the impact of consistent application of provincial policing services responsibilities, and as a result thereof:</p> <ul style="list-style-type: none"> <li>- the province of Nova Scotia assume full responsibility, or alternately;</li> <li>- in consultation with the municipal units, distribute centralized services costs to municipal government based on an equitable formula, and;</li> <li>- in either case, adhere to the principal revenue/costs neutrality underlying the 1995 municipal/provincial service exchange.</li> </ul> <p><i>(refers to Issue # 13)</i></p>

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
14. Auxiliary policing not provided for in municipal police forces through the Police Act.	14. Regulations for auxiliary policing in municipal police forces.	14. (a) Legislation. (b) Standards. (c) Public acceptance. (d) Remuneration. (e) Workmen's compensation. (f) Resources.	12. The Nova Scotia Minister of Justice develop legislation and regulations to allow for the use of auxiliary policing to supplement current policing in the province.  <i>(Refers to issues # 14 and 15.)</i>
15. Increased public expectation or greater law enforcement presence.	15. Regulations for auxiliary policing in municipal police forces.	15. (a) Legislation. (b) Standards. (c) Public acceptance. (d) Remuneration. (e) Workmen's compensation. (f) Resources.	

Minister's Recommendations

<u>CURRENT SITUATION</u>	<u>DESIRED SITUATION</u>	<u>GAPS</u>	<u>RECOMMENDATION</u>
16. No provision to review Draft legislation of police plan prior to adoption.	16. Provide for province wide review of Draft legislation of police plan.	16. (a) Current process to develop (b) Time.	13. The Nova Scotia Minister of Justice amend the current police planning process to include consultation of the final report on the provincial police plan prior to adoption or implementation of any portion of it.  <i>(refers to issue # 16)</i>





