

Amherst Police Sustainability Review Executive Summary

The Terms of Reference (TOR) for a sustainability review and report were approved at the May 28, 2018 Council meeting. Two reports were prepared in response to the TOR, one looking at policing costs from a macro level and the other looking at the Amherst Police Department (APD) at a micro level. The first report called "Amherst Police Sustainability Report" provides an update in response to the TOR approved in May and looks at policing cost drivers across the country as well as those for the APD. It summarizes the services provided by APD with the second report expanding on the services and their related costs. In addition, it looks at cost per officer and how the APD compares with other municipal forces in Nova Scotia.

This report reviews the cost impacts of the services provided by APD over the next ten years if services continue as they are currently offered. Increases for expenditures are estimated based information known at this time. If services are offered as they are now, and costs continue to climb as they have been, it is anticipated the budget will require an additional \$848,000 or a 21% increase over the next ten years. If our tax assessment base remained the same, this would require a tax increase of 16.09 cents per 100 of assessment for police services alone.

This report also outlines potential options for Council to consider in dealing with rising police costs. These are provided below.

The second report "Policing in Amherst Today" provides information on the services provided by the APD, the costs for each service, process maps and documentation outlining the steps involved in the various services and their processes. This report also provides detailed financial information for each service and the 2015 survey results. This report is a consultative report and will have regular updates as the work is carried out in Phase II.

Part of the original TOR included possibilities for a phase II for the review. One part of phase II was to request a proposal from the RCMP. It has since been learned that the RCMP are not currently able to respond to a request for proposal from the municipality at this time and therefore, this option will not be recommended.

Based on the review to date, Council has the following options:

1. **Extend the phase I internal process** for an additional six months with a check in at three months.
2. **Decide not to pursue the RCMP option** and allow staff and APD to work on increasing efficiencies as an on-going part of work. Also, it is a chance for APD to see if there is opportunity to expand the areas of services offered. We have been notified that the RCMP are unable to respond to a new request for service at this time. Therefore, the terms of reference for Phase II needs to be revised to reflect an internal review only.
3. **Move to the Phase II process identified in the Phase I Terms of Reference immediately** which includes the following:
 - a. Determine the level of interest by other parties in expanding the existing APD service area to adjoining communities/areas beyond the town boundaries. If enough interest exists, conduct a feasibility analysis of this option and develop a plan for implementation.

- b. Request a proposal from the RCMP.
 - c. Examine variations of a hybrid model (including by service category) of policing whereby, pursuant to agreement, the required police and security services are delivered by a combination of two or more of the following:
 - i. the Town's own Police Department,
 - ii. the Royal Canadian Mounted Police (RCMP),
 - iii. an integrated police service model with the RCMP, or
 - iv. civilian personnel (for services not required by regulation to be delivered by sworn police officers).
 - v. any additional options that are discovered during Phase I.
4. **Status Quo** – continue with the service as is.

The following are the recommendations from the report:

1. It is recommended that Council move forward with Option 2:
 - a. Staff of APD and the town work together to ensure continuous improvement;
 - b. Provides stability to the staff;
 - c. Allows time to find efficiencies that can result in budget savings;
 - d. Allows for staff buy-in of changes;
 - e. Allows for a town-wide lens review of service offerings (are there things the Town and APD can share);
 - f. Allows staffing processes to move forward;
 - g. Allows for time to engage the community and educate the community if service levels change;
 - h. Allows APD to pursue the option of expanding their service jurisdiction going forward;
 - i. Switches the focus to internal solutions rather than external; and
 - j. Allows the opportunity for a deeper level of review on what we deliver and how best to deliver it.
2. It is recommended that Council provide staff time to prioritize and further develop the potential efficiencies identified in Phase I and to move forward with a Continuous Improvement mindset to ensure costs do not continue to climb at the current rate.
3. It is recommended that Council and APD set a target cost per officer and work towards achieving and maintaining the target.
4. It is recommended that Council allow the Department and Town Staff to complete a review of service levels and service level expectations. The RCMP sets service level standards and response times to determine the staff required to provide services. Currently our response time is estimated by Departmental staff to be less than ten minutes. Further analysis would be required to determine if this response time is reasonable and how changes in service level would impact the community.
5. It is recommended that Council, the Commission, APD and Town Staff work together on determining which services need to be offered, a clear mandate for APD and developing additional efficiencies internally.



AMHERST POLICE SUSTAINABILITY REVIEW REPORT

Amherst Police Sustainability Review Report

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Acronyms

There are a variety of acronyms used throughout the document. To aid with the readers understanding, they are provided below for ease of reference.

1. APD – Amherst Police Department
2. B&E – Break and Enter
3. CAO – Chief Administrative Officer
4. CBRM – Cape Breton Regional Municipality
5. CISNS – Criminal Intelligence Service Nova Scotia
6. FTE – Full Time Equivalent used for Human Resources Purposes
7. HRM – Halifax Municipality
8. K-9- Unit Which Utilizes One or More Dogs
9. MCU – Major Crime Unit
10. MVA- Motor Vehicle Act
11. PROS - Police Reporting and Occurrence System
12. RCMP – Royal Canadian Mounted Police
13. RFP – Request for Proposals
14. SCEU – Street Crime Unit
15. TOR – Terms of Reference

Background

The cost of policing services was identified as a strategic priority by Council in 2017, although resources were not committed to performing the review until the 2018-2019 fiscal year. This report is the summary of work completed to date addressing the items outlined in the Amherst Police Department Service Sustainability Review Terms of Reference (Appendix A to this report).

The Terms of Reference for a sustainability review and report were approved at the May 28, 2018 Council meeting. Phase II, number 2, of the TOR referred to the possible option of obtaining “a proposal from the Royal Canadian Mounted Police...”. Thus, the original timelines for the report and review were set based on an assumption that the RCMP would not provide an offer of service during a period where there was no collective agreement in place.

Since the approval of the TOR, Town staff learned that there may be some complexities related to obtaining a contract with the RCMP. A letter was sent to the Minister of Public Safety and Emergency Preparedness requesting clarification on the options that may be available in this regard. A letter has been received from the Minister which clearly indicates that moving to the RCMP model is not viable at this time as they are unable to respond to a request for service.

This report updates Council on the status of the review to date per the Terms of Reference and recommending next steps for the review. In addition, this report, in conjunction with the report “Policing in Amherst Today” (Consultative Draft 1.0), is meant to provide support in Council’s decision-making regarding the Terms of Reference, additional work required from the Phase I TOR and the options and timing for Phase II.

Methodology of Review

Among the very basic tasks of Phase I was to identify and understand the service provided by APD. In the early stages of the review it became clear that information gathered in previous reviews was of limited assistance. Therefore, there was a requirement to develop a “Town of Amherst” process mapping and documentation system. Research was completed on various approaches and they were modified to fit the needs of the Town. Guidance documents were developed to aid any staff involved in the process mapping and documentation to ensure the maps and documents would be living documents that could be used not only for this study but for future annual reviews or education of new council.

It was important to include staff as part of the review process. Information sessions were held in June and July to ensure people were aware of the review and their role in the review. It was also made clear that at this stage we were looking to review processes at a level where all stakeholders could obtain a basic understanding of the steps involved but not to the level of minute detail.

Background information was obtained from the Chief and Deputy Chief and used to create a draft map, process documents and a series of questions for the meetings. Initial meetings were held with staff who provide the various services as well as supervisors and the Deputy and/or Chief. Once the initial interviews were completed, changes were made to the process maps and documentation and additional meetings were held with staff to ensure they agreed with the maps. The Crime Prevention maps and process documents have not yet been finalized with staff. In addition, the compressed time frame did not allow for a review of the administrative processes during Phase I. Copies of the maps and

documented processes for the services and processes that have been mapped can be found in the report "Policing in Amherst Today".

In addition, staff spent time researching studies on police cost trends, what other municipalities are doing regarding rising police costs, determining expected roles of various stakeholders, the budgets and costs of other municipalities in Nova Scotia with Municipal Police Forces, determining if there are restrictions on requesting an RCMP proposal, and understanding some of the legislative requirements impacting policing costs.

Opportunities for Additional Review

As previously noted, the compressed timeline for the review due to the assumptions made regarding the RCMP RFP protocol had a significant impact on the amount of work that could be completed to date. It is important for readers of this report to understand the challenges of the review due to the compressed timelines. These challenges provide the following future opportunities if the internal review were to be extended. They are:

1. Obtaining enough information regarding the details in some of the processes and cross overs between services to ensure the right tasks are associated with the best process and position.
2. Being able to map the administrative functions in detail and understand the cross overs between administrative functions and processes. This includes the roles of the Chief of Staff, the Deputy, the Chief, and the Officer Manager. It includes processes like file review, auditing, Human Resources processes, file management, and records management to name a few.
3. Understanding differences in services offered by the RCMP versus the APD. It would be beneficial to reach out to those jurisdictions that have recently adopted the RCMP model to determine their level of satisfaction with the services provided before developing this option more fully.
4. In addition, there may be opportunity to explore if there are adaptations of the RCMP model that would work for APD.
5. A response to our letter to the Minister of Public Safety and Emergency Preparedness regarding the options available to the Town of Amherst in relation to the RCMP and the viability of a proposal from them.
6. Understanding the impacts of RCMP costing if they unionize and how that impacts a potential RFP process.
7. Taking time to identify areas that require additional review or a "deeper dive". Then identifying areas of efficiency and an implementation plan for changes where applicable.
8. Understanding the similarities and differences in costing between ourselves and other jurisdictions both at the municipal and, where possible, the Federal level.
9. Determining the services that are mandatory or discretionary and what the legislative requirements are for the various services/processes. To date our understanding is that the level of service is determined by the Council of the jurisdiction with approval from the Minister of the NS Department of Justice.
10. Determining if there is a way to utilize statistical information and reporting data both for comparison purposes between the various municipal forces and/or the RCMP and for internal use. For example:
 - a. What time of day are most of our calls for service?

- b. How many of our calls for service could be identified as scope creep from service no longer offered by the Province?

Macro Level: Increasing Complexity, Regulatory Burden and Scope Creep

It is important to get an understanding of the factors that are driving policing costs up across the County. In 2005, a 30 Year Analysis of Police Service Delivery and Costing in British Columbia was completed by the Centre for Criminal Justice Research within the University College of the Fraser Valley. The following information was provided by the Town of New Glasgow regarding cost drivers identified in that report:

1. Technology:

- Increased effectiveness, less efficient;
- Constantly changing;
- Training on new systems/glitches;
- Preparing reports for partner agencies;
- All very resource intensive.

2. Legal and policy requirements:

- Use of force training and reporting;
- Domestic violence investigation training;
- Emergency preparedness;
- Occupational Health and Safety;
- Legal/Civil Liabilities;
- Mental Health Act and protocols;
- Criminal Code of Canada;
- Nova Scotia Police Act.

3. Impacts from Supreme Court of Canada Case Law:

- Hunter vs. Southam (1984) – Marihuana
- Queen vs. Therens (1985) – Impaired Driving
- Queen vs. Collins (1987) – Breach of Charter
- Queen vs. Duarte (1990) – Audio video evidence interception of private communication
- Queen vs. Stinchcombe (1991) – Disclosure
- Queen vs. Feeney (1997) – Warrant for Residence
- Queen vs. Jordan (2016) – Unreasonable time delay for trial

In addition, the report provided a summary of how the above impacted various types of crimes over that period:

Procedural investigative steps over thirty years:

	<u>1975</u>	<u>2005</u>	Percentage Increase
• Break & Enter	37	45	+22%

• Domestic Assault	36	58	+61%
• Impaired Driving	29	42	+45%
• Drug Trafficking	9	65	+620%

Hours required to complete an investigation over thirty years:

	<u>1975</u>	<u>2005</u>	Percentage Increase
• Break & Enter	5	10	+100%
• Domestic Assault	1	10	+1000%
• Impaired Driving	1	5	+500%

There has been some research started by the Federal Government regarding these rising costs and how to better track, understand and perhaps find ways to decrease the continued climb. Much of the research indicates that crime is decreasing while costs are increasing. The correlation between decreasing crime rates and more proactive policing approaches has yet to be finalized.

During the review, meetings were held with other Municipal Police Forces in Nova Scotia. Members of these forces indicated that there has been a shift in the issues police officers are dealing with especially when it comes to services that used to be provided by the Province. There is an increase in cases where they deal with people having a mental health crisis or who are homeless and looking for assistance for example.

Local Level: Increasing Complexity, Regulatory Burden and Scope Creep

During the review, it was clear that the following factors contributed to increasing costs for the APD:

1. Increased training needs;
2. Increased requirements due to case law;
3. Increased requirements due to court processes/evidence;
4. Increase in mental health issues and calls for service;
5. Increase in non-police services requests, which are part of the Provincial Mandate, when other supports have limited or no resources (health, addictions, mental health, homelessness, RCMP);
6. Increased requirements to do electronic based work and online/computer-based reporting, tracking, and submissions, which may not always be effective/efficient or fully utilized;
7. Delayed responses by support agencies (CISNS);
8. Assisting RCMP on police matters when their resources are not available;
9. Provincial services less available and/or no after hour services; and
10. Requirement to attend with persons in custody at the hospital and with no priority for APD staff

The cost drivers that are facing the APD are also being faced by other service providers including the RCMP. See additional detailed information in Appendix B.

LEGISLATIVE REQUIREMENTS

- 35 (1) Every municipality is responsible for the policing of and maintenance of law and order in the municipality and for providing and maintaining an adequate, efficient and effective police department at its expense in accordance with its needs.
- (2) In providing an adequate, efficient and effective police department for the purpose of subsection (1), a municipality is responsible for providing all the necessary infrastructure and administration.
- (3) For the purpose of subsection (1), the service provided by a police department shall include
- (a) crime prevention;
 - (b) law enforcement;
 - (c) assistance to victims of crime;
 - (d) emergency and enhanced services; and
 - (e) public order maintenance.
- 36 (1) The obligation of a municipality to provide policing services pursuant to Section 35 may be discharged by:
- (a) the establishment of a municipal police department pursuant to this Act;
 - (b) entering into an agreement with the Province, the Government of Canada or another municipality for the use or employment of an established police department or any portion of an established police department;
 - (c) entering into an agreement with another municipality pursuant to Section 84 or 85; or
 - (d) any other means approved by the Minister.

Amherst Police Department: Summary

The services and costs for those services provided by the APD have been identified and discussed in the separate report "Policing in Amherst Today". A list of services is provided here as a summary.

Currently the Amherst Police Department offers the following services:

1. **Major Crime Unit (MCU):**
 - a) Pre-investigation
 - b) Open Investigation
2. **Street Crime Enforcement Unit (SCEU)**
3. **General Patrol**
 - a) Dispatched Calls
 - b) MVA Pull-Over
 - c) Check-stop
 - d) Scene Management
 - e) Escort to Hospital
 - f) Funeral Escort
 - g) Investigative Tasks (from MCU)
 - h) Investigation
4. **Criminal Record Checks**
 - a) Third Party
 - b) Public

5. **Non-Emergency Animal Control**
 - a) Taxi Owner License
 - a) Taxi Driver License
 - b) Downtown Parking Enforcement
 - c) Downtown Sidewalk Snow Removal
 - d) Unpaid Ticket Enforcement
6. **Crime Prevention**
 - a) Downtown Business Liaison
 - a) Bar Suspension
 - b) Public Campaign and Presentations
 - c) Crime Prevention Articles
7. **School/Youth Liaison Officer**
 - a) Daily Duties
 - a) Presentations
 - b) Restorative Justice
8. **Cops4Kids Camp**
9. **Bike Patrol**
10. **Disclosure**
11. **Dispatch**
 - a) 911 Calls
 - a) Phone Calls for Service
 - b) After Hours Public Works
12. **Funeral Escort**

Other services are provided on an as needed basis by the RCMP and/or the Province and include things like K-9 and CISNS.

To deliver the services listed above, there is a requirement for various administrative processes. Due to the short time frame for this report, these processes have not yet been mapped or documented. They would include the work done by the Chief, Deputy Chief, Staff Sergeant, and the Executive and Administrative Assistants.

Terms of Reference: Summary

One of the important components of the review was ensuring that the work completed during this review could be easily updated regularly and would be useful information into the future. This includes educating future councils, the public and staff about the work being done by APD. Until the actual work began, understanding the complexities of the review and the APD was not possible. Attached in Appendix A is the original Terms of Reference that was approved in June, 2018. The following is a synopsis of the work completed and the areas where additional work is required.

1. Identification of all services provided by the Police.
 - a) Administrative processes still need to be mapped.
 - b) Identify service authorities/requirements and applicable legislation needs to be verified.
2. Identify and assess possible efficiency improvements. Due to the sensitive nature of these items, they have been listed in a separate memo to Council.
 - a) Additional items may arise from the mapping of administrative processes.

- b) Assess, develop and monitor the implementation plan for relevant options.
- 3. Once all services currently provided and their related costs are identified, obtain agreement from Council as to whether all services will continue to be offered.
 - a) Meet with Council to discuss their willingness to further explore modifications to options (ie musts vs wants) – October 2.
- 4. Conduct an analysis of how the Town of Amherst costs and staffing levels compare to other jurisdictions.
 - a) Appendix C contains information to support cost per officer comparisons and related assumptions. Additional time is required to provide more detailed comparisons.
 - b) There are complexities in comparisons as some jurisdictions do not have detailed costing information or the information is not compiled in the same manner.
- 5. Evaluate the long-term qualitative and quantitative impacts of remaining with the existing model and service level delivered by the Amherst Police Department including expected increases in costs.
 - a) Detail provided below in this report.
- 6. Provide options for service delivery alternatives with costs.
 - a) Additional work required over the next three months.
- 7. Conduct a risk assessment of existing service delivery as well as any proposed modifications to service delivery.
 - a) The factors that are impacting costing are outlined earlier in this report. These factors are expected to continue to put pressure on policing and policing costs.
 - b) Having staff who are caring and compassionate is important for the APD. The impact on scope creep and the need for a clear mandate has been identified as a risk for the future.
 - c) Analysis of risks of proposed modifications has not yet been completed.
- 8. Prepare a report and presentation with costed options for the APD.
 - a) Costed options are not complete.
- 9. Present the report and recommendations to council.
 - a) A report has been prepared and presented October 2, 2018.

Jurisdictional/Environmental Scan

Part of the review included gathering information from Kentville, Bridgewater, New Glasgow and Truro. These Towns are facing very similar issues that the Town of Amherst faces in relation to the rising costs for policing. Of the four Towns, Bridgewater is the closest comparison to the Town of Amherst based on population and staffing complements. See the summary chart below under staffing arrangements. Copies of the organizational charts for the four comparable Towns and the Town of Amherst can be found in Appendix D.

The four Towns all serve as Regional Centers for the nearby communities which means that the population they are providing service to is larger than the census data would indicate. For example, Bridgewater is the shopping area for Liverpool, Mahone Bay, Lunenburg and other areas of Lunenburg County. Truro is the shopping area for Valley, Bible Hill, Onslow, Millbrook and other areas in Colchester County. New Glasgow is the shopping area for Trenton, Pictou, Stellarton, Westville and other areas in

Pictou County. Kentville is the shopping area for the Annapolis Valley area and other parts of Kings County. These Towns are similar to Amherst which is the shopping center for Cumberland County. This regionalization means the Towns are often providing service to a higher population than the census would indicate which the taxpayers of the Town pay for.

During our discussions with the four other comparable Towns (not CBRM or HRM) with municipal police, it was clear that we are all facing the same challenges regarding increasing costs and stagnant or decreasing tax bases. New Glasgow was somewhat differentiated in that they provide services to the Town of Trenton which allows them to offer additional specialized services. The Town of Truro also provides additional specialized services.

There seems to be a varied approach in dealing with the fiscal challenges we all face. When it comes to fiscal responsibility, the Towns and their Police Departments work together. How that collaboration works may vary with one Town providing their Police Department with a percentage of budget that they must manage within while other Town staff may be more involved in identifying areas for review. These may include ensuring a review of overtime, creating a flexible platoon to offset sickness and vacation coverage, and determining the level of staff required for positions (ie constable vs sergeant).

Staffing Arrangements

Below you can see a comparison chart where I have highlighted how Amherst compares to the other jurisdictions in relation to staffing levels. We are most closely comparable to Bridgewater. As you can see, APD has a similar staff complement to Bridgewater with a few exceptions. Overall the numbers appear similar with the allocation of staff being different. Truro and New Glasgow service a higher population which affords them the opportunity for additional specialized services. New Glasgow and Bridgewater both identified the utilization of community support for their K-9 unit which costs the Towns less than \$20,000 annually.

Items	Amherst	Kenilville	Bridgewater	New Glasgow and Trenton	Truro
Population Served (2016)	9,413	6,271	8,532	11,549	12,260
County Population	30,005	60,600	47,313	42,748	50,585
Regional Center	Y	Y	Y	Y	Y
Town Paid Services - Number of Officers:					
Patrol/First Responder	16	12	12	20	20
Community Response Unit incl K-9	NA	NA	4	NA	NA
Identification/Forensics	NA	NA	NA	1	1
K-9	NA	NA	NA	Patrol	1
Drugs	NA	NA	NA	NA	2
Major Crime	1	NA	NA	2	NA
Traffic	NA	NA	NA	1	1
General Investigation (Including Criminal)	NA	NA	2	NA	3
Crime Prevention/Community	1	NA	NA	NA	NA
Total Paid Staff	18	12	18	24	28
Partially or Fully Provincially Funded		NA			
CISNS	NA	Secondment	1	1	1
Street Crime Unit	2	1	1	3	1
Major Crime	NA	NA	NA	1	1
School/Community Liaison	1	NA	1	1	2
Total Paid Staff	3	1	3	6	5
Administration					
Chief	1	1	1	1	1
Deputy	1	NA	1	1	1
Staff Sergeant	1	NA	NA	NA	NA
Support NCO	NA	NA	1	NA	NA
Case Manager/Inspector	NA	1	NA	1	1
Administrative Staff Not incl Criminal Checks Corp	3	1	2	4	3
By-Law	1	1	1	1	NA
Dispatch	4	NA	4 FT 1 PT	4	7
Total Paid Staff	11	4	10	12	13
Others					
Jail Guards	Varies	2 PT 3 Cas			1 FT 4 PT *
Senior Safety - Regional	1		2		
Auxiliary - Not Paid - not incl in totals	NA	5	NA	NA	NA
Part Time Patrol (varies) - not incl in totals	Varies	NA	NA	Varies	

On a per officer basis this is how the Town's costing information compares to other Nova Scotia jurisdictions:

Town of Amherst:

APD - COSTING ANALYSIS					
Year	Officers	Gross Expenses	Cost Per Officer	Net Costs	Cost Per Officer
2015-16	25	4,046,754	161,870	\$3,449,305	137,972
2016-17	24	3,966,428	165,268	\$3,375,990	140,666
2017-18	24	3,925,036	163,543	\$3,371,882	140,495
2018-19 Budget	24	4,213,492	175,562	\$3,697,392	154,058
Note - number of officers includes Administrative Officers - Chief, Deputy and Sergeant					

Town of New Glasgow:

NEW GLASGOW - COSTING ANALYSIS					
Year	Officers	Gross Expenses	Cost Per Officer	Net Costs	Cost Per Officer
2015-16 Budget	35	5,118,047	146,230	\$4,113,580	117,531
2016-17 Budget	35	5,117,950	146,227	\$4,110,829	117,452
2017-18 Budget	33	5,178,400	156,921	\$4,111,108	124,579
2018-19 Budget	33	5,178,000	156,909	\$4,088,591	123,897
Note: in 2017-18 K-9 Officer made part of platoon and School resource and community liaison combined					
Note - number of officers includes Administrative Officers - Chief, Deputy and Case Manager/Inspector					

Town of Kentville

KENTVILLE - COSTING ANALYSIS					
Year	Officers	Gross Expenses	Cost Per Officer	Net Costs	Cost Per Officer
2015-16	16	2,245,438	140,340	\$1,501,305	93,832
2016-17	16	2,323,066	145,192	\$1,487,375	92,961
2017-18	16	2,623,972	163,998	\$1,802,914	112,682
2018-19 Budget	16	2,466,400	154,150	\$1,656,200	103,513
Note: One Provincially Funded Position and One Position Funded by RCMP					
Note - number of officers includes Administrative Officers - Chief, Deputy					

Town of Bridgewater

BRIDGEWATER - COSTING ANALYSIS					
Year	Officers	Gross Expenses	Cost Per Officer	Net Costs	Cost Per Officer
2015-16	24	3,881,905	161,746	\$3,483,086	145,129
2016-17	24	4,018,898	167,454	\$3,628,152	151,173
2017-18	24	4,062,850	169,285	\$3,657,051	152,377
2018-19 Budget	24	4,238,816	176,617	\$3,799,116	158,297
Note: Two Provincially Funded Position and One Position Funded through CISNS					
Note - number of officers includes Administrative Officers - Chief, Deputy, Inspector					

Town of Truro

TRURO - COSTING ANALYSIS					
Year	Officers	Gross Expenses	Cost Per Officer	Net Costs	Cost Per Officer
2015-16	36	5,136,003	142,667	\$4,426,490	122,958
2016-17	36	5,186,382	144,066	\$4,434,525	123,181
2017-18 Budget	36	5,451,388	151,427	\$4,736,861	131,579
2018-19 Budget - Estimate Only	36	5,774,247	160,396	\$5,024,247	139,562
Note: Four Provincially Funded Position and One Position Funded through CNINS					
Note - number of officers includes Administrative Officers - Chief, Deputy, Inspector					

Costing Analysis for Next Ten Years

Status Quo Service

If things remain status quo for the delivery of policing services, it is anticipated there will be an increase budget requirement of \$848,040 or 21% increase over the next ten years. Currently a one cent increase in taxes provides \$52,682 in revenue. If our tax assessment base remained the same, this would result in a required tax increase of 16.09 cents per 100 of assessment over the next ten years for police services alone. See Appendix C.

Internal Review of Service

The predicted increase in costs over the next ten years could potentially be reduced by investigating and implementing suggested changes in services outlined in the "Areas for Further Review" Report. The actual overall impact of these potential areas to be explored will be unknown until we develop and implement those that are viable. This will likely take up to two years for identification and implementation.

Phase II Considerations

The original Terms of Reference had the option of a Phase II process which included requesting a proposal from the RCMP. Since that time we have learned the following:

- a) The RCMP cannot accept proposals at this time;
- b) There is uncertainty around costs for the RCMP as staff are moving forward with unionizing;
- c) We do not fully understand the potential impacts to service of moving from APD to RCMP;
- d) There has been at least one recent case where municipalities have voted to move from RCMP back to a municipal force and another where this alternative is being considered. See Appendix E.

Overall Options

1. **Extend the Phase I internal process** for an additional six months with a check in at three months.

Pros

- Allows Department and Town staff time to find efficiencies that can result in budget savings
- Allows for staff buy-in of changes
- Allows for a Town wide lens review of service offerings (are there things Town Hall and APD can share)
- Allows for experiential data gathering regarding RCMP experiences/satisfaction for municipalities that have switched
- Allows time to understand the potential impact of unionizing on RCMP costs
- Allows time to determine if the RCMP are accepting proposals
- Allows the opportunity for a deeper level of review on what we deliver and how best to deliver it

Cons

- Delays Council's timeframe
- The longer the timeline, the more political the issue may become

2. **Decide not to pursue the RCMP option** and allow staff and APD to work on increasing efficiencies as an on-going part of work and to see if there is opportunity to expand the areas of service offered by APD. We have been notified that the RCMP are unable to respond to a new request for service at this time. Therefore, the terms of reference for Phase II needs to be revised to reflect an internal review only.

ProsStaff of APD and the Town work together to ensure continuous improvement

- Provides stability to the Staff
- Allows Department and Town staff time to find efficiencies that can result in budget savings
- Allows for staff buy-in of changes
- Allows for a Town wide lens review of service offerings (are there things Town Hall and APD can share)
- Allows staffing processes to move forward
- Allows for time to engage the community and educate the community if service levels change
- Allows APD to pursue the option of expanding their service jurisdiction going forward
- Switches the focus to internal solutions rather than external
- Allows the opportunity for a deeper level of review on what we deliver and how best to deliver it

Cons

- A proper analysis of the RCMP has not been vetted through Council – could mean that the issue arises in the future
The longer the timeline, the more political the issue may become

3. **Move to the Phase II process identified in the Phase I Terms of Reference immediately** which includes the following:
 - a. Determine the level of interest by other parties in expanding the existing Amherst Police Department service area to adjoining communities/areas beyond the Town boundaries. If enough interest exists, conduct a feasibility analysis of this option and develop a plan for implementation.
 - b. Request a proposal from the Royal Canadian Mounted Police which must follow the protocol.
 - c. Examine variations of a hybrid model (including by service category) of policing whereby, pursuant to agreement, the required police and security services are delivered by a combination of two or more of the following:
 - i. the Town's own Police Department,
 - ii. the Royal Canadian Mounted Police (RCMP),
 - iii. an integrated police service model with the RCMP, or
 - iv. Civilian personnel (for services not required by regulation to be delivered by sworn police officers).
 - v. Any additional options that are discovered during Phase I.

Pros

- Meets one of Council's strategic priorities

- Meets Council's timeframe

Cons

- There is uncertainty and some risk regarding costing prior to the RCMP becoming unionized
- There is uncertainty if the RCMP would do a proposal
- Service level differences are not yet fully understood.

4. Status Quo – continue with the service as is

Pros

- There is an 86% approval rating on existing services
- We are providing "last resort" services to the community
- Partially meets Council's strategic priority because there now is an increased understanding of services and cost drivers

Cons

- Not sustainable over the next ten years
- Missed opportunities for efficiencies

Recommendations

1. It is recommended that Council move forward with Option 2:
 - a. Staff of APD and the Town work together to ensure continuous improvement;
 - b. Provides stability to the Staff;
 - c. Allows Department and Town staff time to find efficiencies that can result in budget savings;
 - d. Allows for staff buy-in of changes;
 - e. Allows for a Town wide lens review of service offerings (are there things Town Hall and APD can share);
 - f. Allows staffing processes to move forward;
 - g. Allows for time to engage the community and educate the community if service levels change;
 - h. Allows APD to pursue the option of expanding their service jurisdiction going forward;
 - i. Switches the focus to internal solutions rather than external; and
 - j. Allows the opportunity for a deeper level of review on what we deliver and how best to deliver it.
2. It is recommended that Council provide staff time to prioritize and further develop the potential efficiencies identified in Phase I and to move forward with a Continuous Improvement mindset to ensure costs do not continue to climb at the current rate.
3. It is recommended that Council and APD set a target cost per officer and work towards achieving and maintaining the target.
4. It is recommended that Council allow the Department and Town Staff to complete a review of service levels and service level expectations. The RCMP sets service level standards and response times to determine the staff required to provide services. Currently our response time is estimated by Departmental staff to be less than ten minutes. Further analysis would be required to determine if this response time is reasonable and how changes in service level would impact the community.

5. It is recommended that Council, the Commission, APD and Town Staff work together on determining which services need to be offered, a clear mandate for APD and developing additional efficiencies internally.

APPENDIX A

APD SERVICE SUSTAINABILITY REVIEW

TERMS OF REFERENCE



AMHERST POLICE DEPARTMENT SERVICE SUSTAINABILITY REVIEW TERMS OF REFERENCE

DEFINITIONS

Efficiency - the ability to do something or produce something without wasting materials, time, or energy

Environmental Scan - is a process that systematically surveys and interprets relevant data to identify external opportunities and threats.

Hybrid Model – a method of delivering service that is made by combining two different entities.

Integrated Police Service Model – an approach providing services to one jurisdiction or multiple jurisdictions while funding a joint unit. A unit may comprise officers from more than one police agency or from two or more levels of policing (i.e. federal, provincial, municipal).

Implementation Plan – breaks options into identifiable steps, assigns each step to one or more people and suggests when each step will be completed.

Level of Service – the amount and kind of service currently being or contemplated to be offered.

Process Mapping - refers to activities involved in defining what an entity does, who is responsible, to what standard a process is completed, and how the success of a process can be determined.

BACKGROUND

Council set out strategic priorities for this fiscal year and one of these was to review policing services and related costs. This Terms of Reference is a first step in addressing this priority. To ensure the process is done properly with the appropriate stakeholders participating, staff determined it would be best to do the work in two Phases. The first Phase would include reviewing the APD from an internal perspective and the second Phase would expand on this and include potential external options for service delivery.

The Terms of Reference is therefore broken into two Phases. There would be a decision point required after the completion of the Phase I work.

PHASE I - MANDATE & SCOPE OF WORK - PROJECT COMMITTEE

The mandate of the Project Committee is to provide advice and recommendations to Council after examining options related to policing in the Town of Amherst(Town). The committee will be reviewing options to address, educate and/or understand increasing policing costs and the level of services those costs provide.



The initial draft of Phase I of this review (items 1-8 below) is to be completed by September 2018. A final draft will be ready for the October council meeting.

To fulfill its mandate, the Project Committee will be guided by the following scope of work:

1. Conduct an identification of all services provided by the Police.
 - a) Complete process mapping the services offered with staff.
 - b) Identifying costs for each service where possible.
 - c) Identify service authorities/requirements and applicable legislation.
2. Conduct a service review of the existing police service to identify and assess possible efficiency improvements.
 - a) Assess information obtained from step 1.
 - b) Request additional input and feedback from staff regarding efficiency improvements.
 - c) Conduct an environmental scan of other municipal/ provincial/ federal policing organizations for relevant cost-effective options, for example, alternative response options for service calls.
 - d) Determine if there are options that may be relevant to Amherst.
 - e) Assess, develop and monitor the implementation plan for any relevant options.
3. Once all services currently provided and their related costs are identified obtain agreement from Council as to whether all services will continue to be offered.
 - a) Prepare a report for Council on existing services.
 - b) Meet with Council to discuss their willingness to further explore modifications to options (ie musts vs wants).
4. Conduct an analysis of how the Town of Amherst costs and staffing levels compare to other jurisdictions.
 - a) Obtain information from other NS municipal organizations: Bridgewater, Truro, New Glasgow, etc
 - b) Input data into a spreadsheet for comparison; identify special one-off items separately to ensure appropriate comparisons.
5. Evaluate the long-term qualitative and quantitative impacts of remaining with the existing model and service level delivered by the Amherst Police Department including expected increases in costs.
6. Provide options for service delivery alternatives with costs.
7. Conduct a risk assessment of existing service delivery as well as any proposed modifications to service delivery.
 - a) Identify external pressures/factors and risks that may impact service delivery over the next ten years.
 - b) Identify internal pressures including succession planning.
8. Prepare a report and presentation with costed options for the Amherst Police Department.
9. Present the report and recommendations to Council.



Once the above is complete, Council can determine if they wish to proceed with further review which could include items outlined in Phase II.

PROJECT COMMITTEE ROLES AND RESPONSIBILITIES PHASE I

SCOPE OF AUTHORITY

The Project Committee is made up of staff and will be responsible for Phase I of the Terms of Reference as outlined above.

REPORTING RESPONSIBILITY

The Project Committee will be responsible for:

1. Completing the work in Phase I
2. Reviewing drafts of the report as it is completed
3. Regular reporting to Council
4. Regular reporting to the Police Commission Board

MEMBERSHIP

The Project Committee membership shall include:

1. Police Chief
2. Deputy Police Chief
3. Chief Administrative Officer
4. Chief Financial Officer
5. Business Student
6. May occasionally include administrative support

MEETINGS

The Project Committee will meet at least every second Wednesday to review steps and information received to date. Additional meetings may be scheduled in order to ensure the project is completed in a timely manner.

TERM

It is intended the term of the Project Committee shall extend until such time as the mandate has been fulfilled at which point a final report will be presented to Council.

CONFORMITY

The Working Group, when fulfilling their scope of work, must conform to the requirements of various pieces of Provincial and Municipal legislation including



but not limited to:

- The Police Act and Regulations
- The Municipal Government Act
- The Town's Procurement Policy
- Town's Proceedings of Council Policy

PHASE II - MANDATE & SCOPE OF WORK- REVIEW COMMITTEE

The mandate of the Review Committee is to provide advice and recommendations to Council after examining options related to policing in the Town of Amherst(Town). The Committee will be exploring modified police service delivery options.

The initial draft of Phase II of this review (items 1- 4 below) is to be completed by May 31, 2019. A final draft will be ready for the June council meeting. After the completion of Phase I, there will be a decision required by Council regarding proceeding to Phase II which will require the Phase II documentation for the Terms of Reference to be brought back to Council for additional review.

To fulfill its mandate, the Review Committee will be guided by the following scope of work:

1. Determine the level of interest by other parties in expanding the existing Amherst Police Department service area to adjoining communities/areas beyond the Town boundaries. If sufficient interest exists, conduct a feasibility analysis of this option and develop a plan for implementation.
2. Request a proposal from the Royal Canadian Mounted Police which must follow the protocol in Appendix A.
3. Examine variations of a hybrid model (including by service category) of policing whereby, pursuant to agreement, the required police and security services are delivered by a combination of two or more of the following:
 - a) the Town's own Police Department,
 - b) the Royal Canadian Mounted Police (RCMP),
 - c) an integrated police service model with the RCMP, or
 - d) Civilian personnel (for services not required by regulation to be delivered by sworn police officers).
4. Any additional options that are discovered during Phase I.

During Phase II, if required, the current policing needs and expectations of the community shall be established by obtaining input from a number of the Town's stakeholders; and suitably documented to support the Committee's recommendations for future policing services in the Town. This needs and expectations document shall be a public document, available to all stakeholders.

During Phase II, the deliverables of the Review Committee are to be guided by and be consistent with the attached Protocol document issued by Nova

Scotia Justice, and with the Town's key objective to provide quality programs and services that are cost effective, environmentally responsible, innovative and respectful of our heritage.



REVIEW COMMITTEE ROLES AND RESPONSIBILITIES PHASE II

SCOPE OF AUTHORITY

The Review Committee is advisory in nature and established by Council in accordance with the adopted Terms of Reference.

Actions of the Review Committee that require Council approval include:

- Use of Municipal funds not allocated for Review Committee expenses by budget approval or a supplementary authorization of Council.
- Engaging of external resources such as subject matter consultants.

REPORTING RESPONSIBILITY

The Review Committee will communicate its findings and recommendations to Council. As the Committee is focused on Phase II, it is expected these reports will be monthly or will require a special meeting of Council.

MEMBERSHIP

The Review Committee shall be comprised of a minimum of six (6) members and may include up to three (3) additional members, all of which are to be appointed by resolution of Council.

Review Committee membership shall include:

REQUIRED VOTING MEMBERS

- The Chair of the Board of Police Commissioners.
- Two Council Members who may or may not be a Member of the Board of Police Commissioners.

REQUIRED NON-VOTING MEMBERS

- The Town's Chief Administrative Officer or designate
- Chief Financial Officer
- A Representative of the Nova Scotia Department of Justice

The CAO shall act as Chairperson for the Review Committee

Staff resources will include the Chief Administrative Officer or designate, the Chief Financial Officer and if available within existing staff resources may

include occasional administrative support coordinated through the CAO.



MEETINGS

The Review Committee will meet formally at least monthly or at the call of the Chairperson. Town Administrative staff shall receive advanced notice of meeting times/dates (at least three (3) working days prior to the meeting). Records to document action items dealt with during meetings and attendees shall be maintained and particulars shall be included in the Committee's reports. A quorum of members (50% plus 1) will be required for a meeting to take place. In the absence of the Chairperson, the quorum will appoint a Chairperson for that particular meeting from the members in attendance.

TERM

It is intended the term of appointment shall extend until such time as the mandate has been fulfilled at which point a final report will be presented to Council.

CONFORMITY

The Review Committee, when fulfilling their scope of work, must conform to the requirements of various pieces of Provincial and Municipal legislation including but not limited to:

- The Police Act and Regulations
- The Municipal Government Act
- The Municipal Conflict of Interest Act
- The Town's Procurement Policy
- The Town's Code of Conduct for Elected Municipal Officials Policy
- Town's Proceedings of Council Policy



APPENDIX A

Department of Justice Protocol - Review of Policing Services Options

This protocol is provided as a guideline for Municipalities seeking to review options for the provision of policing services within their jurisdiction.

1. Council(s) will pass a resolution to conduct a review of policing options and set the Terms of Reference for the review. The Terms of Reference will set the scope of the review and may include the present service, RCMP Service, shared services, amalgamated services, or municipal contracted services.
2. In an amalgamated police service, a letter of request from each Council will be required.
3. Council(s) should empower a Review Committee by establishing working principles or guidelines for the Committee. The Review Committee must have representation from the Department of Justice, the Board of Police Commissioners or Police Advisory Board as applicable, present service provider, and may include other members as directed by Council(s).
4. It is the responsibility of the Review Committee Chair to inform and maintain contact with the Department of Justice representative/consultant. This will include notification of all meetings and correspondence between stakeholders.
5. Principles for the Review Committee will include, but are not limited to: time-frame for the review; direction on the forum of review Committee meetings (public, in-camera); voting privileges (DOJ representative and present service provider will be non-voting); and a communication policy.
6. The options available to a municipality for the selection of a police service may be found in the *Nova Scotia Police Act* (Section 36) and requires consent of the Minister.
7. The existing police service must provide a presentation of the current service provided. All reviews must be qualitative in nature and will begin with determination of the current level of service by the Review Committee.
8. The determination of the current level of service will include, but is not limited to: the planned and actual shift schedule for the preceding twelve (12) months; a listing of all services and programs presently provided; an analysis of work activity indicators; costing details (operating and capital); recognized deficiencies; or other indicators provided by the Department of Justice.
9. The Review Committee will establish, in writing, the policing needs and expectations of the community(s) prior to any presentation or proposal being made. This needs and expectations document will be provided to all stakeholders. The current level of policing service provisions will not be eroded.
10. All service proposals will include, but are not limited to, the following:
 - a. a description of the strategic approach of the option;
 - b. a management and financial reporting structure;
 - c. current and future costing (both operating and capital) with the number of human resource requirements, both sworn and civilian, based on the work activity analysis;
 - d. a shift schedule;

- e. a description of programs and services that will be offered; and
 - f. a process for employment opportunities for current employees of the municipality, if so directed by the Review Committee.
11. RCMP proposals will be in accordance with:
- a. federal guidelines for "New Entrants" to municipal policing;
 - b. the Provincial Policing Services Agreement or Municipal Policing Services Agreement, whichever is appropriate; and
 - c. cost allocation methodologies as determined by the Department of Justice.
12. During the review period, service providers shall not market, lobby, or solicit support from either the Council(s) or the public, beyond that of their written proposal to the Review Committee.
13. Service option proposals or presentations are not to contain any criticism or remarks on the current service provider, except as to how the proposal will address recognized deficiencies as included in the status quo determination.
14. All proposals will be reviewed and validated by the Review Committee.
15. After evaluation, the Review Committee will provide to Council(s) the recommendations for the future policing options.
16. To proceed with an option, Council(s) will be required to pass a resolution. Certified copies of the resolution, with the accepted proposal, will be forwarded to the Minister of Justice for approval. A resolution for an RCMP policing option will require the approval of both the Minister of Justice and the Federal Minister of Public Safety and Emergency Preparedness.
17. Where the option is an external service provider, a roles and responsibilities document or a signed contract may be established to meet the service expectations of the community(s) and a copy shall be provided to the Minister of Justice. The representative of the Department of Justice will be a contributing partner to the development of the document.
18. Where the option is an RCMP service provider, the municipality(s) shall establish a Police Advisory Board pursuant to Section 57 of the *Nova Scotia Police Act*.
19. **Where the option is to establish a Municipal Police Department, the municipality(s) shall establish a Board of Police Commissioners pursuant to Section 44 of the *Nova Scotia Police Act*.**



APPENDIX B

FEDERAL GOVERNMENT REPORT

Detail on Increasing Cost Drivers



A report that was done by the Federal Government (website:


<https://www.publicsafety.gc.ca/cnt/rsrcls/pblctns/2015-r018/index-en.aspx#a-2>) provides the following additional detail and comments regarding the above and other factors may have an influence on the increase in policing costs (Public Safety Canada, 2012). This is summarized in Appendix F.

- expanded obligations imposed by government and courts requiring more time and effort expended per case by police services (e.g., increased reporting requirements after R. v. Stinchcombe [1991] 3 S.C.R. 326 create greater time and cost recording, reporting and transcribing by police services);
- increased workload demands on police officers, often due to higher volumes of calls for service that do not result in criminal charges, which have resulted in a rise in overtime expenditures and occupational costs;
- increased training requirements for police officers to adapt to quickly changing crime and technological trends, and to meet evolving legal and accountability standards;
- a lack of clarity or set of agreed upon metrics to ascertain if policing resources are being allocated efficiently or effectively; this results in inconsistent costing models and thus inconsistent costing results across studies creating inexact information for resource and funding allocation,
- The increased demands on police service, such as increases in administrative demands due to court decisions (Malm, et al., 2005) and a rise in incidents involving people with mental illness and mental health issues can also raise other costs. These other costs include health benefits, pensions, and personnel costs and the legal costs associated with them (Malm, et al., 2005; Standing Committee on Public Safety and National Security, 2014).
- In an analysis by Fred Kaustinen, Executive Director of the Ontario Association of Police Services Boards, it is determined that Ontario police expenditures have seen a steep rise since 1999, demonstrating an exponential increase above and beyond those attributable to inflation, population increases, or increase in officers (Kaustinen, 2013). For example, while inflation in Canada increased by 19% between 2001 and 2008, police budgets rose by 42%. A main reason for this increase, according to Kaustinen, is due to arbitration labour awards and collective agreements that 'leap-frog' instead of reflecting a more conservative increase in labour budgets that would better reflect those outside of police services.
- A 30-year study conducted in British Columbia found that greater demands on police have emerged from court decisions which have substantially enlarged police service workloads by requiring more time to be spent on administrative tasks such as transcribing all phone conversations related to an investigation or to the more careful management of evidence. Recent research on these expanded responsibilities indicate that time spent on administrative tasks and report writing make up 40% of the daily workload of officers and that time spent on reports and administrative duties is more than the time taken to respond to calls for service and investigations combined (Malm, et al., 2005: 9).
- Some of the more critical and recent court decisions that have a significant impact on increasing police service demands (2005: 10-15) include:
 - In R. v. Duarte [1990] 1 S.C.R. 30, the decision by the Supreme Court resulted in new legislative requirements being established in order to use one party consent for conversations as evidence in court and the creation of new provisions in the Criminal Code for "tracking warrants" (s. 492.1) and dialed "number recorder warrants" (s. 492.2). This has created much larger demands on police resources and

time by increasing the number of affidavits requiring judicial approval and the detail included in them.


- R. v. Stinchcombe (1991) is considered to be a case that has had potentially the greatest demand on police time and some consider the decision to have had “a debilitating effect on police resources” (Malm et al., 2005: 13). The ruling in this case set the precedent that the accused has the right to any and all evidence from the police investigation and the Crown's case, even if not relied upon. The bulk of the responsibility for full disclosure of evidence has fallen on police services as the duty for full disclosure has created a massive demand on police resources to create transcripts for any and all evidence which includes (Malm et al., 2005: 14):
 - all audio and video tapes;
 - notebook entries from all officers;
 - reports;
 - all source debriefings;
 - all tips (and outcomes of tips);
 - all connected cases;
 - all affiant material;
 - all wiretap information;
 - all operational plans;
 - all surveillance notes;
 - medical records;
 - all analyses of phone records or other documents;
 - undercover operation information;
 - information relating investigative techniques considered whether used or not;
 - investigative team minutes of meetings or debriefings, etc.; and
 - any and all communication intercepts, whether relevant or not.
- The R. v. B. (K.G.), [1993] 1 S.C.R. 740 ruling by the Supreme Court created a mechanism to allow previously inadmissible evidence that would have fallen under hearsay. The result is that statements that previously only required a handwritten report, now require an oath and video-recording. Keeping in mind R. v. Stinchcombe, this means that not only is there increased time to gain and take a video-recorded statement, it also requires a transcription of the video-recording. Malm et al. (2005) estimated that the transcription time for one hour of audio equates to three hours of transcription time, not including the time it takes for the police investigator to validate the accuracy of the transcribed statement word by word (2005: 14).

The 30-year study of police service and performance in British Columbia also indicates that police demands for service increased exponentially due to these expanded responsibilities, and also due to a rise in calls for service. Calls for service have elevated in volume to a point that it exceeds police additions in personnel (Malm et al., 2005). In other words, any additions to police personnel does not meet the higher increase in calls for service, making it more challenging for those calls to be met efficiently. In their analysis, they found that the time from initial call for service to court showed immense increases in time required by police. For example between 1983 and 2003, the amount of time to clear a break and enter charge increased in time required by 58%, the time required to respond to a driving under the influence charge rose by 250%, while the time required for domestic assault cases increased by 964% (2005: 2). Furthermore, calls for service comprise a much larger proportion of non-



crime activities such as responding to sick or mentally ill, marginalized persons, public maintenance, and more. The extra time can result in overtime expenditures that exceed budgetary capacity and are in part due to the ever expanding responsibilities required of police services. Other reasons for overtime costs may be due to staff shortages, court attendance, lengthy investigations, and greater expectations by communities for police to maintain public order or attend special events, deal with marginalized persons, etc. (ICURS, 2014).

The House of Commons (2014) has recently recommended that analyses are needed to examine cost drivers that include the excessive administrative burdens faced by police services to determine their effect on costs of policing. Furthermore, factors affecting the rise in calls to service need to be examined. For example, one of the reasons for the increase in call volume is not an increase in crime related costs, but rather an increase in police response to incidents involving people who have a mental illness or have a mental disorder (CCA, 2014). Also proactive or preventative measures such as RIDE programs and person or vehicle checks as well as time patrolling are usually not included in crime cost estimates as they are not directly related to crime. Other demands of this nature include community expectations such as community demands for increased police visibility and the presence of officers in schools, the changing roles of police (e.g., community mobilization/community development), and the lack of other service providers (e.g., the lack of by-law officers so police may need to respond to minor by-law issues, lack of sufficient hospital staff and rooms leading to greater demands for police to respond to individuals with health issues). Footnote² The role of police has been evolving “as part of the wider programme addressing public safety, community needs, and the needs of marginalized persons.” (ICURS, 2014: 2). Yet all of these activities contribute to total expenditures on policing. The increasing complexity on police service demands, such as rises in incidents involving people with mental illness or mental disorders and increasing operational demands due to court case precedents, significantly add to police costs.





Training Costs

Another aspect not usually considered in police costing estimates is the cost of technological advancements and training needs. A police cost analysis by Public Safety (Huggins, 2013) identify that 70% of urban police expenditures are due to salaries and wages, with benefits such as insurance and health compensation making up 17%, while training makes up part of the remaining 13% 'other' expenditures for many urban police services.

All police services in Canada require training with regulations mandating follow-up training and testing, as well as other mandatory courses and requirements throughout an officer's career (Pannell, 2013). For example, the Ontario Ministry of Community Safety and Correctional Services has legislated mandatory training and re-certification for police services which requires officers to train and re-certify within specified time periods such as firearm requalification which is required every 12 months.

Mandatory training is also necessary for specialized areas such as sexual assault investigations. Additionally, police must contend with continuing advancements in technology and the need for updated training. New and ever evolving technologies assist in improving dispatch and communication systems, crime analysis, case management, prosecution and overall court support, as well as police service administration and management (Malm et al., 2005: 8). For each new technology introduced to provide better service, there is a demand for training and re-training to keep up-to-date with technological advancements. For example, we have a growing number of police officers that carry Conduct Energy Weapons (CEW) which necessitates an increased training demand. Police services that







have adopted the use of Body Worn Video (BWV) also require necessary training. Also technology and training is required to address cyberbullying and other various Internet offences, as well as the globalization of crime that police must know how to monitor, investigate, and address.

With the ever-growing demands created by advancements in technology, it is important that police agencies can adapt and be able to deliver services as effectively as possible for the sake of public safety. Although police leaders recognize that training is necessary to prepare officers to meet all existing needs, including new legislative and police circumstances, training budgets are often the first to receive cut-backs (CACP, 2008). Pannell (2013) outlines the 'hidden' costs associated with inadequate training that result in loss of public trust:

- reduces the quality of police investigations;
- increase in court case losses;
- increase in public complaints;
- increase in professional standards investigations;
- increase in negative media stories; and
- increase in inquests, inquiries, and judicial reviews.

Efforts to reduce training costs through advancements such as eLearning have been introduced (Huggins, 2013), but determining the full and accurate cost of policing training requires better accounting and proper metrics to ascertain detailed and informative cost estimates. Achieving a better estimate remains a challenge for most police agencies.





APPENDIX C

FINANCIAL INFORMATION



TEN YEAR TOWN OF AMHERST FORECASTS

**Town of Amherst
Financial Projections
Police Department**

Sensitivity Analysis - Discretionary Expenditure Assumptions

	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28
Protective Services - Police:									
Salary & Benefits - Policing Union	2.50%	2.50%	2.50%	2.50%	2.50%	2.50%	2.50%	2.50%	2.50%
Salary & Benefits - Policing Non Union	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%
Pension Special Payments	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Administrative Costs	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%
Building & Facility Costs	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%
Heat - Natural Gas	5.00%	5.00%	5.00%	5.00%	5.00%	5.00%	5.00%	5.00%	5.00%
Electrical	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%
Vehicle & Equipment Costs	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%
Fuel - Gas	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%
Grants to Organizations	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Materials & Supplies	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%
Other Municipal Costs	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%
Fiscal Services	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%
Cost Recovery	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

Operating Summary - Discretionary Expenditures

	2018-19 Budget	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28
Protective Services - Police:										
Salary & Benefits - Policing Union	\$2,627,608	\$2,693,680	2,760,631	\$2,826,640	2,900,388	2,972,697	3,047,220	3,123,400	3,201,485	3,281,829
Salary & Benefits - Policing Non Union	\$687,566	\$691,179	914,363	\$684,108	\$42,030	\$68,161	970,503	\$65,081	999,837	1,014,834
Pension Special Payments	\$2,472	2,472	2,472	2,472	2,472	2,472	2,472	2,472	2,472	2,472
Administrative Costs	\$131,518	\$132,985	134,427	\$135,906	137,401	\$138,912	140,440	\$141,965	143,547	145,128
Building & Facility Costs	\$48,474	48,688	47,502	48,028	48,553	49,087	49,627	50,173	50,725	51,283
Heat - Natural Gas	\$15,000	15,760	16,538	17,364	18,233	19,144	20,101	21,107	22,162	23,270
Electrical	\$44,000	45,336	46,680	48,080	49,522	51,008	52,538	54,114	55,738	57,410
Vehicle & Equipment Costs	\$75,364	76,183	77,031	77,878	78,735	79,601	80,477	81,362	82,257	83,162
Fuel - Gas	\$39,030	39,486	39,893	40,352	40,776	41,224	41,678	42,156	42,600	43,068
Grants to Organizations	\$13,500	13,500	13,500	13,500	13,500	13,500	13,500	13,500	13,500	13,500
Materials & Supplies	\$9,700	9,907	9,915	10,024	10,134	10,248	10,358	10,472	10,587	10,704
Other Municipal Costs	\$133,340	134,607	136,290	137,789	139,304	140,837	142,386	143,952	145,536	147,197
Fiscal Services	\$1,200	1,219	1,227	1,240	1,254	1,267	1,281	1,296	1,310	1,324
Cost Recovery	(\$11,000)	-11,000	-11,000	-11,000	-11,000	-11,000	-11,000	-11,000	-11,000	-11,000
Total - Protective Services - Police	\$4,015,772	\$4,101,645	\$4,189,497	\$4,279,365	\$4,371,302	\$4,465,357	\$4,561,582	\$4,660,030	\$4,760,755	\$4,863,912

Capital Budget Forecast

	2018-19 Budget	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28
Department										
Police Department	\$266,000	\$178,000	\$128,000	\$198,000	\$88,000	\$166,000	\$158,000	\$65,000	\$100,000	\$98,000

Nova Scotia Municipal Finance Corporation

Operating Summary

Operating Budget for the
Town of Amherst

Description	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28
Revenue Sources										
Residential property tax	\$6,359,406	\$8,416,841	\$6,474,390	\$8,582,880	\$6,591,454	\$8,850,777	\$6,710,834	\$8,771,030	\$6,831,969	\$8,898,457
Commercial property tax	\$5,697,219	\$5,685,825	\$5,674,453	\$5,683,104	\$5,651,778	\$5,840,474	\$5,629,194	\$5,617,835	\$5,606,699	\$5,595,486
Other taxes	\$1,246,917	\$1,246,917	\$1,246,917	\$1,246,917	\$1,246,917	\$1,246,917	\$1,246,917	\$1,246,917	\$1,246,917	\$1,246,917
Equalization	\$1,260,382	\$1,260,382	\$1,260,382	\$1,260,382	\$1,260,382	\$1,260,382	\$1,260,382	\$1,260,382	\$1,260,382	\$1,260,382
Conditional Transfers (Fed/Prov)	\$467,500	\$380,000	\$330,000	\$380,000	\$330,000	\$330,000	\$330,000	\$330,000	\$330,000	\$330,000
Own Source Transfers (Reserves)	\$493,900	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Services Provided to Other Gov'ts	\$188,208	\$188,208	\$188,208	\$188,208	\$188,208	\$188,208	\$188,208	\$188,208	\$188,208	\$188,208
Sale of Services	\$1,387,027	\$1,387,027	\$1,387,027	\$1,387,027	\$1,387,027	\$1,387,027	\$1,387,027	\$1,387,027	\$1,387,027	\$1,387,027
Other revenue sources	\$649,270	\$709,270	\$709,270	\$709,270	\$684,162	\$684,162	\$684,162	\$684,162	\$684,162	\$684,162
	\$17,749,829	\$17,284,289	\$17,270,647	\$17,317,588	\$17,339,928	\$17,387,947	\$17,436,523	\$17,485,881	\$17,535,364	\$17,585,838
Expenditures										
Discretionary Expenditures										
General Government Services	\$2,220,369	\$1,857,158	\$1,881,168	\$1,905,511	\$1,930,190	\$1,855,209	\$1,980,573	\$2,008,287	\$2,032,356	\$2,068,784
Protective Services - Police	\$4,021,003	\$4,106,912	\$4,194,792	\$4,284,891	\$4,376,657	\$4,470,742	\$4,566,996	\$4,665,472	\$4,766,224	\$4,869,308
Protective Services - Fire & Insp	\$1,827,506	\$1,860,347	\$1,884,718	\$1,909,488	\$1,934,514	\$1,959,951	\$1,985,754	\$2,011,932	\$2,038,489	\$2,065,433
Transportation Services	\$1,985,581	\$2,008,227	\$2,037,735	\$2,067,792	\$2,098,412	\$2,129,811	\$2,161,405	\$2,193,808	\$2,226,839	\$2,260,515
Environmental Health Services	\$1,288,560	\$1,305,329	\$1,323,869	\$1,342,719	\$1,361,884	\$1,381,371	\$1,401,187	\$1,421,838	\$1,441,831	\$1,462,678
Environmental Development Services	\$505,164	\$410,457	\$415,823	\$421,284	\$426,779	\$432,371	\$438,040	\$443,787	\$449,614	\$455,522
Recreation and Cultural Services	\$1,628,502	\$1,551,771	\$1,576,876	\$1,602,485	\$1,628,613	\$1,655,273	\$1,682,480	\$1,710,250	\$1,738,597	\$1,767,888
Attrition Plan	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	\$13,476,685	\$13,106,198	\$13,314,981	\$13,533,900	\$13,757,050	\$13,984,828	\$14,216,436	\$14,452,874	\$14,693,950	\$14,939,772
Mandatory Expenditures										
Debt servicing	\$1,164,742	\$1,074,389	\$1,118,966	\$1,146,517	\$1,084,590	\$1,131,416	\$1,093,187	\$1,072,245	\$1,080,558	\$1,029,829
Educ, Corr, Housing, Assess	\$2,044,623	\$2,044,623	\$2,044,623	\$2,044,623	\$2,044,623	\$2,044,623	\$2,044,623	\$2,044,623	\$2,044,623	\$2,044,623
Capital from Revenue	\$525,000	\$525,000	\$525,000	\$525,000	\$525,000	\$525,000	\$525,000	\$525,000	\$525,000	\$525,000
Appropriation to General Capital	\$24,845	\$24,845	\$24,845	\$24,845	\$24,845	\$0	\$0	\$0	\$0	\$0
Appropriation to Reserves	\$513,934	\$52,682	\$52,682	\$52,682	\$52,682	\$52,682	\$52,682	\$52,682	\$52,682	\$52,682
	\$17,749,829	\$18,821,737	\$17,081,097	\$17,327,587	\$17,498,790	\$17,738,249	\$17,931,928	\$18,147,424	\$18,396,813	\$18,591,708
Surplus/(Deficit)										
	\$0	\$402,582	\$189,550	(\$9,999)	(\$158,862)	(\$350,302)	(\$495,405)	(\$661,763)	(\$861,449)	(\$1,006,060)
Transfer FROM Stab Reserve		\$0	\$0	\$9,999	\$158,862	\$350,302	\$495,405	\$661,763	\$861,449	\$1,006,060
Transfer TO Stab Reserve		(\$402,582)	(\$189,550)	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Accumulated Surplus/(Deficit)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Debt Summation:										
Actual debt outstanding	\$7,536,068	\$8,815,905	\$6,132,258	\$5,326,404	\$4,763,303	\$3,669,976	\$3,259,450	\$2,885,372	\$2,504,996	\$2,160,696
Cumulative estimated new debt	\$1,811,250	\$2,387,000	\$2,977,688	\$4,277,338	\$4,478,675	\$5,337,628	\$5,388,590	\$5,206,389	\$5,210,176	\$5,197,768
Actual & forecasted outstanding	\$9,347,318	\$11,202,905	\$9,109,946	\$9,603,742	\$9,241,978	\$9,007,603	\$8,648,040	\$8,091,761	\$7,715,172	\$7,358,464

***Note: Accumulated deficits are for illustrative purposes only. Municipalities are not permitted to accumulate annual deficits but must address them in the year immediately following their occurrence.

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APPENDIX D

ORGANIZATIONAL CHART



AMHERST POLICE DEPARTMENT



**Board of Police
Commissioners**

Chief of Police

Police Chaplain

D/Chief of Police

Staff Sgt.

One Officer

Executive Assistant

One

**School
Resource /
Youth
Officer
One Officer**

**Crime
Prevention
Officer
One
Officer**

**Street
Crime
Two
Officers**

**Major
Crime
One
Officers**

**NCO
Platoon
A
One
Sergeant**

**NCO
Platoon
B
One
Sergeant**

**NCO
Platoon
C
One
Sergeant**

**NCO
Platoon
D
One
Sergeant**

**Part-
Time**

**Admin. Assistant
One**

**Admin. Assistant
One**

**Bylaw Enforcement
One Bylaw Officer**

**Dispatch
Four Dispatchers**

**Three
Patrol
Officers**

**Three
Patrol
Officers**

**Three
Patrol
Officers**

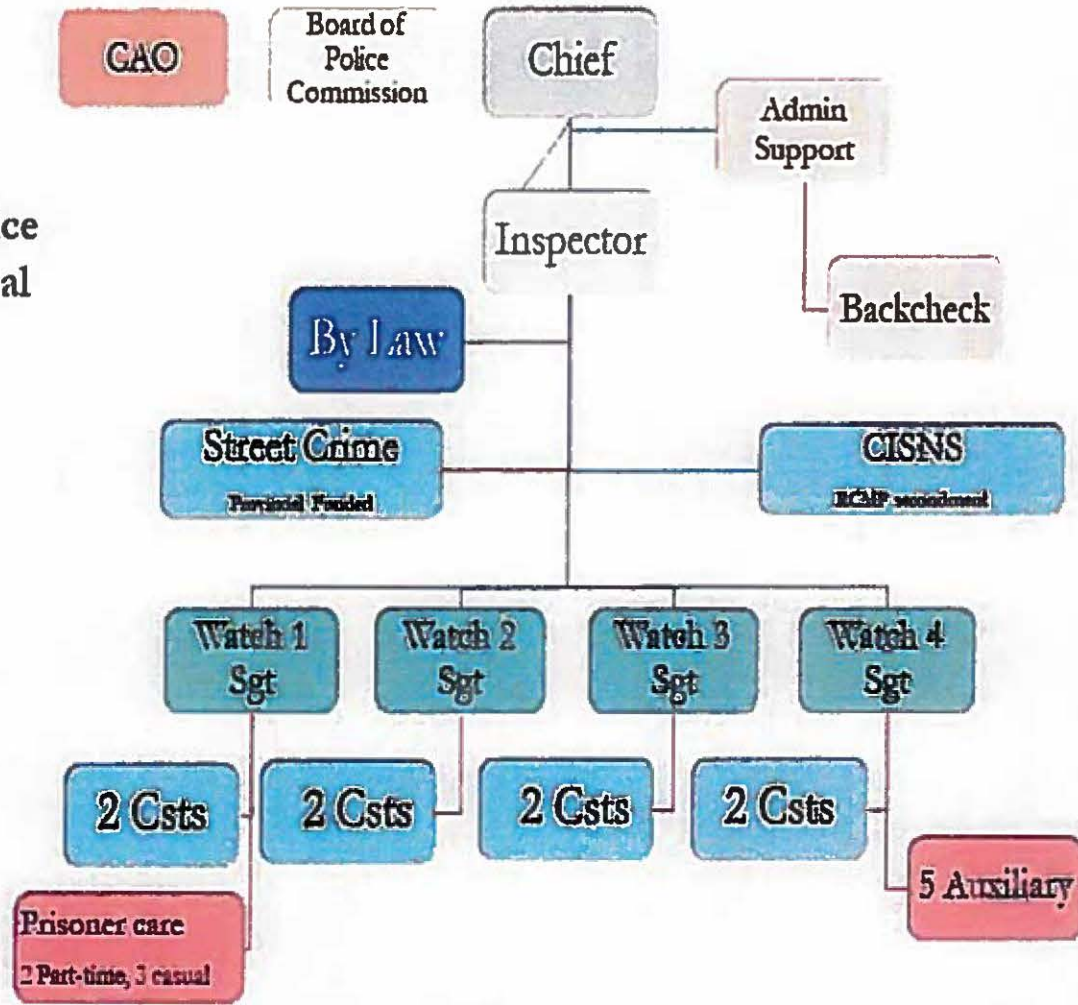
**Three
Patrol
Officers**

**Patrol
Officers
#Varies**

**School Crossing
Three Guards**

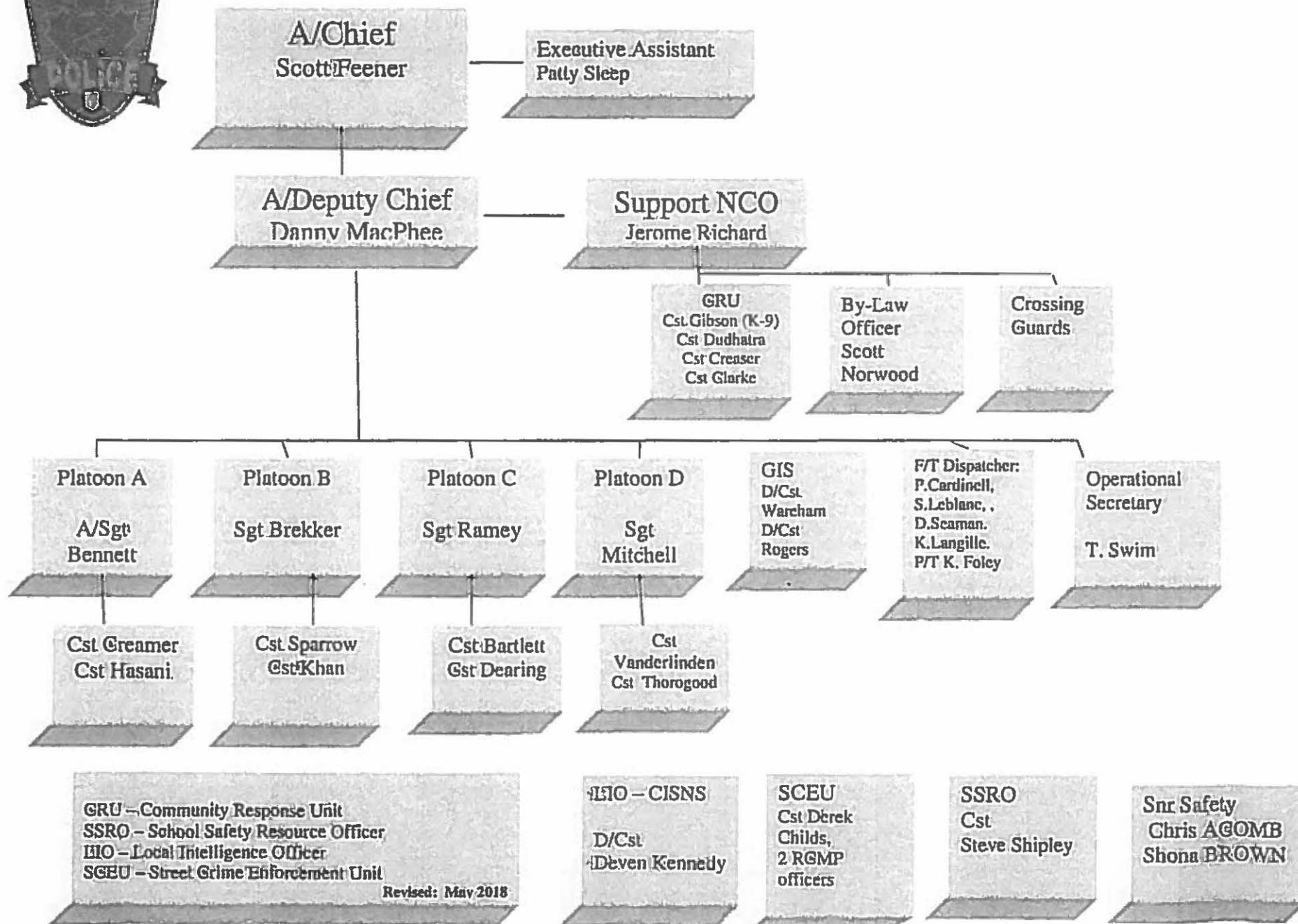
**Jail Guards
#Varies**

Kentville Police Organizational Chart



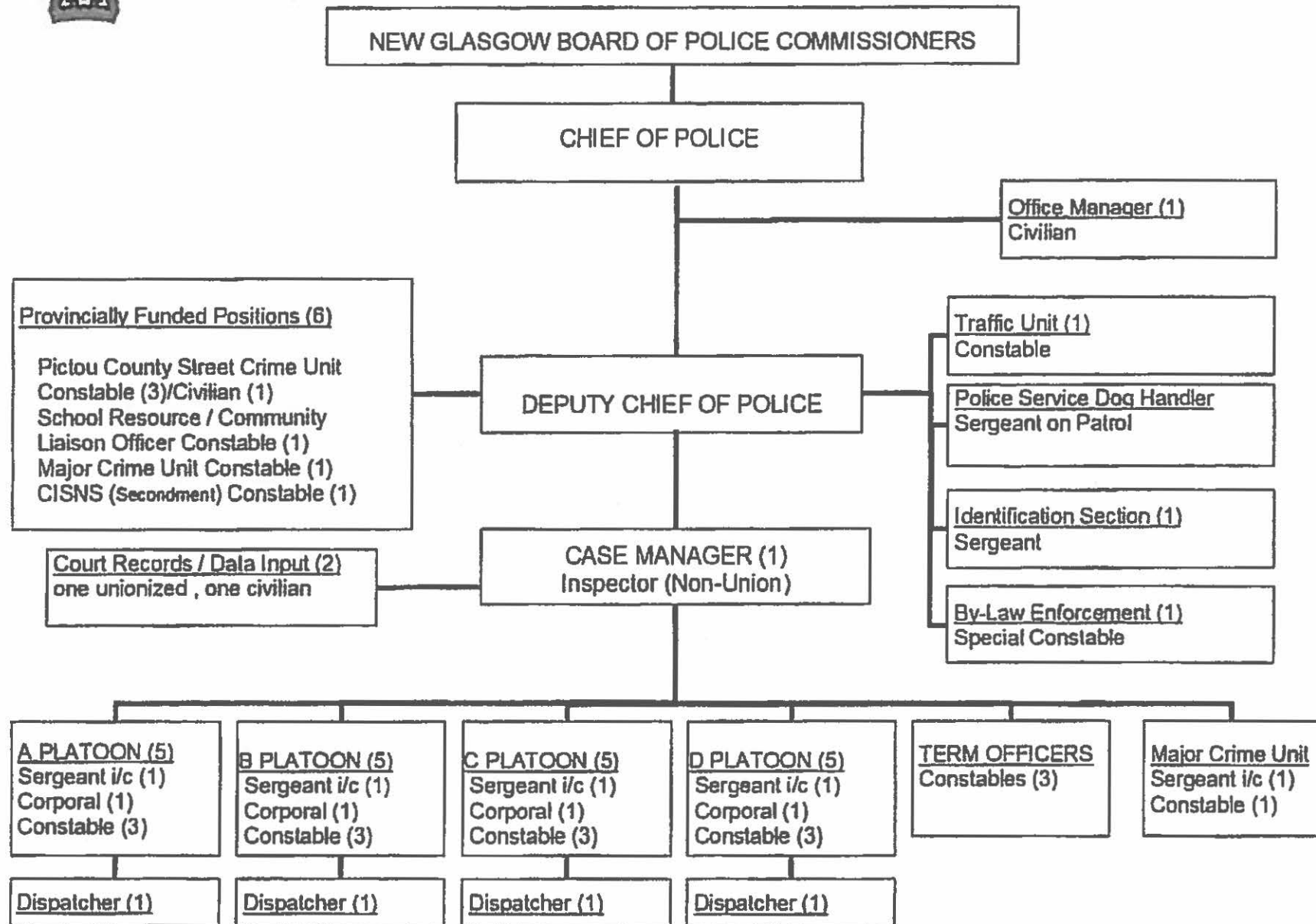


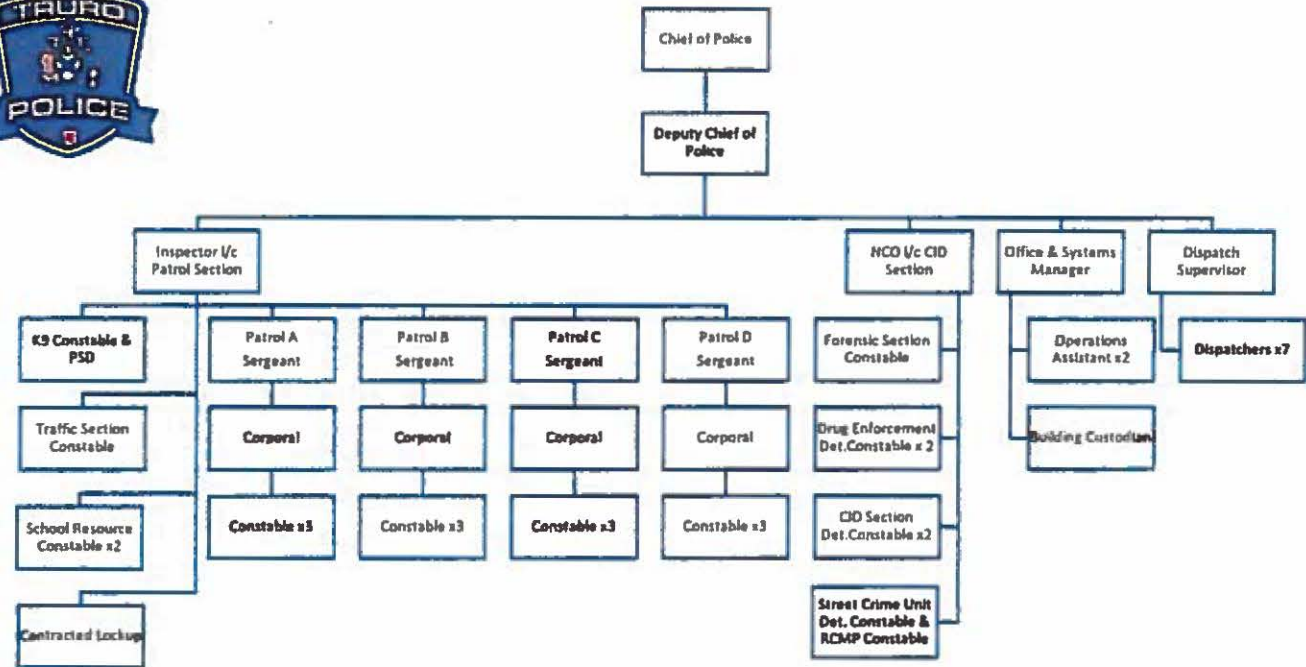
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NEW GLASGOW REGIONAL POLICE ORGANIZATION CHART







APPENDIX E

NEWS ARTICLES



Surrey RCMP not participating in process to change police force



Mayor-elect Doug McCallum has pledged to scrap the RCMP and create a new city-run police force

Karin Larsen • CBC News •

Posted: Oct 26, 2018 12:43 PM PT | Last Updated: October 26



RCMP Assistant Commissioner Dwayne McDonald says the Surrey RCMP will not be involved in the process to move to a new police force in the city. (CBC News/Lauren McCullough)

The Surrey RCMP says it will not play a role in the process to move to a city-run police force as has been promised by Surrey mayor-elect Doug McCallum.

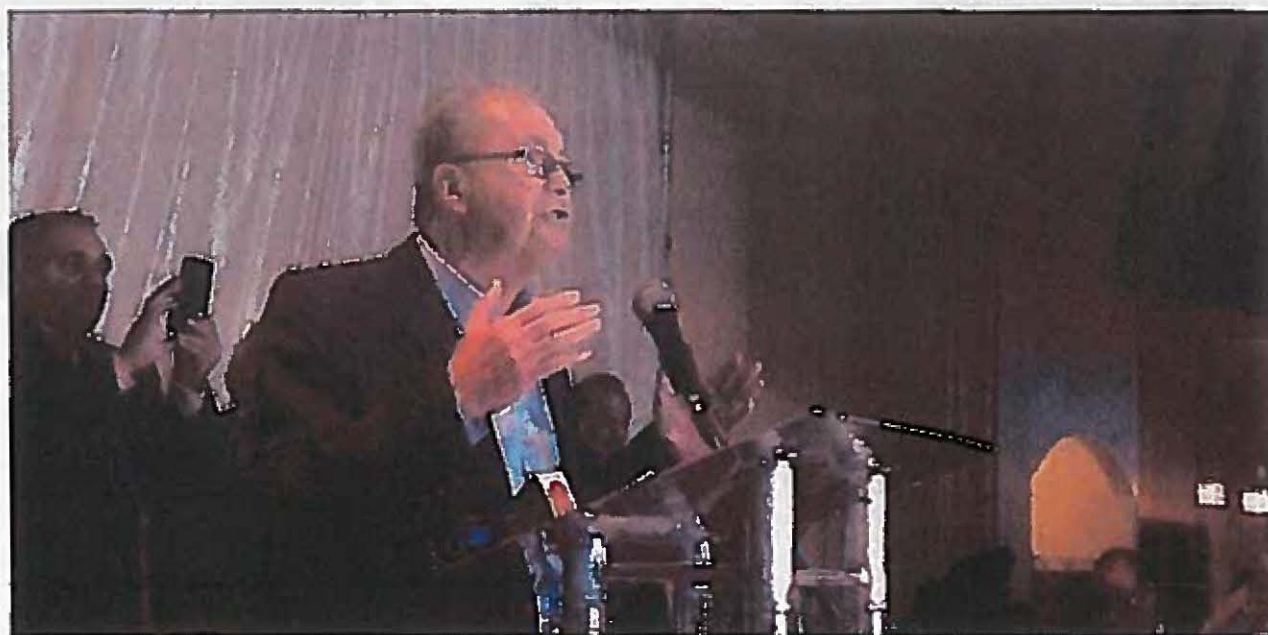
"The decision on what type of police force a city has is made by the municipality, the province and Public Safety Canada," said Assistant Commissioner Dwayne McDonald.

- **Doug McCallum scores political comeback, returns as Surrey mayor**

"As the current contracted service provider, the Surrey RCMP will not be a participant in this process."

The City of Surrey is currently the largest RCMP detachment in Canada with more than 1,000 officers and support staff.

But crime concerns have led to discontent around policing in the city, and questions about whether Surrey is getting the value it should from its contract with the RCMP to provide municipal policing services.





Surrey mayor-elect Doug McCallum promised to end Surrey's municipal policing contract with the RCMP and move to a city-operated force. (CBC)

During his campaign to become mayor, McCallum promised to scrap the RCMP, saying the force was more answerable to Ottawa and suffering from a high rate of staff turnover.

- **2 promises within 2 years: Surrey mayor-elect vows to replace RCMP, scrap LRT for SkyTrain**

He also claimed the RCMP force was understaffed and that the community was being under-served.

In a statement, McDonald assured Surrey residents that the RCMP would continue to serve during the process to change forces.

"We will continue to police the City of Surrey with professionalism, integrity and superior service," he wrote.

McCallum has said he believes a new city police force can be in place in two years, however, many wonder if that timeline is achievable.

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CBC INVESTIGATES

As Nova Scotia's police costs skyrocket, communities seek to rein in spending

Police budgets total a collective \$214M for the province's cities, towns and municipalities

Pam Berman · CBC News · Posted: Mar 13, 2018 5:00 AM AT | Last Updated: March 13



Shelburne is considering moving away from the RCMP in favour of an agreement with Bridgewater police in a bid to curb costs. (CBC)

In a bid to curb the rising costs of policing, the Town of Shelburne in southwestern Nova Scotia is considering turning to another force. It just happens to be based 100 kilometres away.

"We love the RCMP. We just would like to be able to afford to pay for them," said Shelburne Mayor Karen Mattatall.

The town currently pays \$736,970 annually for 4.5 RCMP officers, which represents about 18 per cent of its overall budget.


It's looking at an arrangement with the Bridgewater Police Service that would cost roughly \$630,000 for a local detachment of the same size.

Shelburne is one of many cash-strapped municipalities across the province looking to cut policing costs.

According to an analysis by CBC News, Nova Scotia's towns, municipalities and cities spend almost \$214 million on policing a year — a price tag that is only going up.

Nova Scotia Top 10 Police Spenders

Community	Type	Police type	Cost per year
Halifax	Municipality	Integrated	\$103,000,000
CBRM	Municipality	Town	\$26,200,000
King's	Municipality	RCMP	\$6,700,000
Truro	Town	Town	\$5,400,000
New Glasgow	Town	Town	\$4,800,000
Colchester	Municipality	RCMP	\$4,700,000
Cumberland	Municipality	RCMP	\$4,400,000




Amherst	Town	Town	\$4,100,000
Bridgewater	Town	Town	\$4,100,000
East Hants	Municipality	RCMP	\$3,780,000



SOURCE: N.S. Towns and Municipalities

For many, it's not clear whether turning down the RCMP in favour of local police forces would save much money.

But it's certainly something some councils are wondering in the face of a steady stream of financial demands, from fixing potholes to ensuring safe drinking water.



Shelburne's apparent savings would likely be cut in half as the town would have to buy a police car and construct a secure building for its new on-call officers.

"I'm not saying that Bridgewater is the best thing, but I want to save money. That's the bottom line," Shelburne resident Doug Langley said last month during a public meeting into the matter.

Should cost be the only factor?

During that same meeting, David Levy, a councillor with the adjacent District of Shelburne, argued that cost savings should not be the only factor.



"We're going to give up four policemen who live in our community with their families," he said.

He suggests a switch from a federal RCMP contract currently in place for Shelburne to a provincial model, which is used by Levy's district and the nearby Town of Lockeport.



Shelburne Mayor Karen Mattatall says the town appreciates its relationship with the RCMP but needs to consider the costs. (CBC)

Municipalities were once permitted to directly negotiate RCMP contracts with Ottawa, but this is no longer allowed, except for those agreements that are grandfathered, such as in Shelburne. Provincial models are negotiated by the provincial Justice Department, such as in Lockeport, so the contract details are the same.

"For our 5.5 officers doing the same effective work, we pay \$710,000, so they actually pay more for less," said Levy.

He also argued that the RCMP from the three communities already co-operate for "the whole of eastern Shelburne County" and a change could "fragment our police force."

- **Pot will soon be legal — and provinces are starting to reveal how use will be regulated**

Mattatall said she is open to any idea that will reduce costs.

The town is waiting on a new proposal from the RCMP, the details of which will be discussed at a public hearing scheduled for March 14. Officials from Lockeport and the District of Shelburne are expected to attend.

But no matter which option the town council decides is best, Nova Scotia's justice minister will have the final say.

"My sole responsibility is to ensure minimum standards are there for public safety," said Mark Furey, who spent 32 years in the RCMP before retiring. "We will look at every case individually, when and if the requests are presented to my office."

Big bump in Halifax policing costs

In Halifax, the budget for Halifax Regional Police has increased 38 per cent over the past 10 years.

"That's not sustainable," Coun. Steve Craig, chair of the police commission, said during a council debate in February.

The municipality is planning to hire an expert to do a review of Halifax's police services.





Halifax Coun. Steve Craig says the increase in policing costs for the city over the last 10 years isn't sustainable. (CBC)

The Town of Digby, the Town of Oxford and the Municipality of the County of Cumberland have also asked the RCMP and the province's Justice Department for a review of policing costs.

Annapolis Royal did its own study in 2017. Police spending in the town of less than 500 totals \$264,819, served by 3.5 officers, including a police chief.

The review found that sharing police services with either Kentville or Bridgewater — each about 100 kilometres away — would increase costs 50 to 70 per cent, and switching to the RCMP could be three times as expensive as the current model.

Some police forces, such as Westville and Stellarton, share a police chief, dispatching operations and lockup facilities in a bid to save money.

Do police officers have to do all the work?

According to Mark Phillips, the chief administrative officer (CAO) for Kentville, there are other options municipalities can consider.

In 2011, Phillips presented to the Union of Nova Scotia Municipalities on the economics of policing.

"The Motor Vehicle Act can be enforced with special constables," Phillips recently told CBC News. "There's an untapped opportunity to respond with a less-expensive resource. There are tiered systems, but we don't see it too much in Nova Scotia."



Shelburne held a community meeting last month on the issue of policing. Another one is slated for Wednesday, March 14. (CBC)

Dispatching work can also be contracted to independent, third-party operators for after-hours calls.

But Phillips warns the company should be based locally so they understand the geography.

- **CBC INVESTIGATES The tiny Nova Scotia towns with lots of politicians, but not many people**

Back in Bridgewater, the community has hired a senior safety co-ordinator, which is one way to ensure police are doing actual police work, according to its CAO.

"This co-ordinator is able to respond to calls that are not true policing in nature, that are more community service work," said Richard MacLellan.

But whatever option is chosen by the province's municipalities as they grapple with policing costs, Furey has offered this advice.

"I encourage municipalities to be creative in finding solutions," he said. "Strong relationships lead to great joint work and shared costs. Opportunities are there."

- **Halifax RCMP appeals to police commission to hire 6 more officers**

A dark, textured rectangular graphic with the CBC Nova Scotia logo at the top left. The word "Investigates" is written in large, bold, red letters. Below it, in white text, is the instruction "SEND US YOUR CONFIDENTIAL TIPS", followed by the email address "cbcnsinvestigates@cbc.ca" and the toll-free number "1-844-420-7766".

NOVASCOTIA
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