



City of
Peterborough

To: Members of the Committee of the Whole

From: Allan Seabrooke, Chief Administrative Officer

Meeting Date: September 21, 2015

Subject: Report CAO15-019
Summary Report – AMO Document “Building a New Public Safety Model in Ontario, AMO’s Policing Modernization Report”

Purpose

An information report that summarizes the April 27, 2015 AMO document entitled “Building a New Public Safety Model in Ontario, AMO’s Policing Modernization Report” and how the report recommendations, if implemented, impact City of Peterborough policing.

Recommendation

That Council approve the recommendation outlined in Report CAO15-019, dated September 21, 2015, of the Chief Administrative Officer, as follows:

That Report CAO15-019 summarizing the April 27, 2015 AMO document entitled “Building a New Public Safety Model in Ontario, AMO’s Policing Modernization Report” and how the report recommendations, if implemented, impact City of Peterborough policing, be approved for information.

Budget and Financial Implications

There are no budget and financial implications to receiving the report.

Background

Context

At the June 30, 2015 meeting, Council resolved that staff provide a summary report on the April 27, 2015 AMO document entitled “Building a New Public Safety Model in Ontario, AMO’s Policing Modernization Report” and how the report impacts our policing needs.

This report responds to that request and provides reference to additional related reports regarding policing. The entire AMO report can be accessed at www.amo.on.ca under the Advocacy banner. There is a considerable body of literature referenced in the AMO report that is included as Appendix A if you are interested in further reading in a specific area.

Association of Municipalities of Ontario (AMO)

The mandate of the organization is to support and enhance strong and effective municipal government in Ontario. It promotes the value of the municipal level of government as a vital and essential component of Ontario and Canada’s political system. AMO develops policy positions and reports on issues of general interest to municipal governments through a team of policy advisors conducting research and analysis. In addition, AMO represents the sector on a variety of provincial and federal committees, one of which was the Future of Policing Advisory Committee, led by the Ministry of Community Safety and Correctional Services (MCSCS). AMO’s paper entitled “Building a New Public Safety Model in Ontario, AMO’s Policing Modernization Report” dated April 27, 2015, stems from representation on this committee.

AMO’s Policing Modernization Report

For the past three years, AMO have been a member of the Future of Policing Advisory Committee and are of the opinion that the work of this Committee was limited in scale and scope. As a result, AMO, in an effort to advance the agenda of reform and broaden the nature of the discussion, completed a policing modernization report which discusses a series of topics and recommendations. The report is intended to provide a starting point for municipal and provincial elected officials and others and represents the consensus of the task force. The task force consisted of mayors and police board representatives from across the province. The issue of cost was certainly a catalyst for this report and led to the basic questions: How do we want to be policed? What should it look like? It is a call to action and a strategy for change.

The recommendations of the task force were divided into four key themes: partnership, productivity, performance and personnel. There are key priority recommendations that require immediate action and an extensive list of other areas that will require long term and sustained reforms. In all, 31 recommendations are put forth in the report.

The priority recommendations include:

1. Make changes to the interest arbitration system.
2. Improve the quality of the existing governance and civilian oversight system.
3. Make legislative changes to permit the greater transfer of specific functions to civilians or other security providers where appropriate.

The report introduces the notion that “police are woven into the fabric of our society”, and as a result of this special status, resources have not been spared in providing this key public service. Police budgets have not seen the more aggressive cuts experienced by other public services, and in fact have grown over many years where, here in Ontario, we now have the highest policing costs in the country. There is a fundamental concern on the part of municipalities that the cost of policing continues to rise at a higher rate than other public services. For at least a decade, police spending has been growing at three times the rate of inflation.

The time is here to look at the fundamentals upon which police services have been built and function as part of the need to have long term sustainability and quality delivery as part of the future of policing in Ontario. It is important to recognize that this does not mean policing has become less important and, to the contrary, because of this critical public service municipal leaders are bringing to the forefront the critical nature of modernizing the delivery of police service to ensure it is designed for the future. This can only occur with a whole-of-government approach involving the province, municipalities, police service boards, Ontario Association of Chiefs of Police, police officers and their associations. For all, the question is: What can we do in Ontario to build a public safety model our children can afford?

The report notes that an immediate priority is to make changes to the interest arbitration system. AMO advocates for an improved, accountable and transparent arbitration system to ensure local services remain affordable. Specifically, essential service status, the inability to strike, retention pay and salary benchmarking have resulted in arbitration awards that do not properly account for local economic circumstances and capacity to pay. Simply stated: the system is not sustainable.

The annual budget increases police chiefs sought were in the pursuit of greater safety and security and to address the increasing complex nature of issues our police officers face. We, as a society, have asked our police officers to do more and play a larger role in our communities, far beyond traditional policing roles. From that standpoint, we made those decisions collectively as a society and police services alone cannot be assigned sole responsibility for this. It is a shared outcome involving all levels of

government, police service boards, policing community and the public and therefore the solution to our current situation rests with everyone.

According to Stephen Goudge et al in a 2014 research paper on “Policing Canada in the 21st Century”, policing has never been subject to a comprehensive assessment resulting in major reform. Stakeholders at all levels of government, along with the public, are now calling for this review of the viability of current policing models. In Ontario, there are a number of different pieces of legislation and regulation that impact policing. The Police Services Act itself and the accompanying regulations have not been reviewed in any substantive manner since they were enacted in the late 1990’s. AMO suggested in their report that time alone suggests a look at how policing is delivered is due.

Approximately four months following this AMO report, August 13, 2015, the Minister of Community Safety and Correctional Services, the Honourable Yasir Naqvi, announced a plan to consult on updating the Police Services Act. To quote from the Minister, “The current legislative framework for policing in Ontario dates back to 1990. It has not been changed significantly in 25 years.” The Minister announced that the consultation will seek input on how to:

- Enhance accountability and strengthen civilian governance of police services boards as well as how to ensure police oversight bodies are effective and have clear mandates.
- Improve interactions between police and vulnerable Ontarians, including enhancing frontline responses to those in crisis.
- Clarify police duties, modernize training programs and deliver services using a range of public safety personnel.
- Develop a provincial framework for First Nations policing to ensure equitable and culturally responsive policing for the province’s First Nations communities.

Further information on consultation dates and how the public and municipalities can provide the feedback on the new strategy has not been publically released as of the writing of this report.

Key Report Themes

There are four key themes in the report including Partnership, Productivity, Performance and Personnel. Within each major theme, you will find in the report considerable discussion around the 31 report recommendations. This is a brief synopsis of the main recommendation within each theme.

Theme 1 – Partnership

The partnership theme addresses issues such as governance, community mobilization, safety and the security web, and the need for a whole of society approach to safety and security. They can be found on pages 19-25 of the report. The importance of civilian

oversight; engaging of all public safety and security participants; adopting a governance structure that supports the coordination of all public security web players; and moving towards policing models in the future that are flexible and tailored to local contexts are highlighted.

Theme 2 - Productivity

The productivity theme has nine categories that are referenced in the report. They include declining crime rates, long term stable call volume, cybercrime, complexity of police interactions with the broader legal system, demographic change, technology, scheduling, adequacy standards and integrated service delivery policing, and OPP specific recommendations. Discussion is broad within this theme, and nine recommendations are detailed by AMO that fall out of the various categories within the theme, which can be reviewed on pages 26 to 30 in the report.

Theme 3 – Performance

The performance theme has four categories resulting in four recommendations and the discussion can be viewed on pages 31 to 34 of the report. Statistics and Performance Management, Financial Management, Enhancing Research Functions and Public Confidence in Policing High but Declining capture the essence within this theme.

Theme 4 – Personnel

The personnel theme results in 12 recommendations with discussion on pages 35 to 41 of the report. Topics include greater specialization of personnel to match functions and civilianization; flattened organizational structures; mental health; officer discipline and suspension with pay; minimum educational requirements; training new recruits; training ongoing; college of policing; and change management.

Report Summary

This detailed review of policing by AMO is seeking to inform the need for change and what some of it may be. While rising costs have been a key driver to get to this point, the key goal is to have outcomes and resources aligned in a manner that makes sense in communities. The purpose of the paper was not just to outline the economic problem, but to consider how the future might look.

Implications for the Report on City of Peterborough Policing

The City of Peterborough is not unlike most other cities in Ontario, and for that matter Canada, in terms of the rising costs for policing services that are above the rate of inflation. The public is questioning the ever-increasing costs. Reform to the current interest arbitration system (recommended by AMO), to one that is transparent and considers affordability would go a long way to controlling labour costs.

A plan to effect change and to modernize the delivery of police services for the future would position the city to deliver this essential public service in an efficient and cost-effective manner. The plan, however, must always have concern for public safety as the cornerstone. The focus of reform must be centred on the means. How do we want to be policed? What functions and expectations should we have of a police officer in 2015 and what should policing look like in 2020?

Today’s reality is that police officers only spend 20% of their time actually responding in a crime fighting capacity. The other 80% is responding to non-criminal circumstances. Many of the duties that the police undertake are not enforcement but in a social service role. Calls for service are in response to social or neighbourhood problems, and responding to people with mental illnesses or other special needs. These gradual additional duties were not originally envisioned and are referred to in the literature as “mission creep”.

The second priority recommendation offered was to “improve the quality of the existing governance and civilian oversight system”. The implications of such a change to the City of Peterborough are obvious given recent challenges. The August 13, 2015 announcement from the Minister of Community Safety and Correctional Services to consult on updating the outdated Police Services Act is a welcome initiative for the City.

Lastly, “making legislative changes to permit the greater transfer of specific functions to civilians or other security providers” has the potential to lead us away from the current predicament to a new model in the City, a policing model where governance structures account for the presence of private security, special constables and civilians to perform appropriate policing duties.

Conclusion

The AMO detailed review of policing seeks to inform the need for change and presents a vision of how the future might look. It is a call to action of the need for all stakeholders to embrace change and reform and engage in discussion to modernize the delivery of police services. Two of the report’s three priority recommendations from AMO are captured by the August 13, 2015 announcement from the Ministry of Community Safety and Correctional Services, including improving the quality of the existing governance and civilian oversight system and making legislative changes to permit the greater transfer of specific functions to civilians or other security providers. AMO is supporting this discussion and encourages municipal participation. Modernized legislation has the potential to improve the efficiency, sustainability and effectiveness of policing in Ontario.

Submitted by,

Allan Seabrooke
Chief Administrative Officer

Contact Name:

Allan Seabrooke

Phone 705-742-7777 ext 1810

Toll Free: 1-855-738-3755

Fax 705-749-6687

E-mail address: cao@peterborough.ca

Appendix A: Building a New Public Safety Model in Ontario, AMO’s Policing
Modernization Report

Building a new public safety model in Ontario

AMO's Policing Modernization Report

April 27, 2015

Contents

Executive Summary	3
Recommendation	4
Introduction	7
The Call to Action	8
The Fiscal Backdrop	9
History of Growing Resource Allocation	18
Key Themes for Reforms	19
Theme 1: Partnership	19
Governance	19
Community Mobilization	20
The Safety and Security Web	22
Adopt a whole-of-society approach to safety and security	24
Theme 2: Productivity	26
Declining Crime Rates	26
Long-term stable call volume	26
Cybercrime	27
Complexity of police interactions with the broader legal system	27
Demographic Change	28
Technology	28
Scheduling	29
Adequacy Standards and integrated service delivery policing	29
OPP Specific Recommendations	30
Theme 3: Performance	31
Statistics and Performance Measurement	31
Financial management	33
Enhance research function	33
Public confidence in policing is high but declining	33
Theme 4: - Personnel	35
Greater specialization of personnel to match functions and civilianization	35
Flattened organisational structures	36
Mental Health	37
Officer discipline and suspension with pay	38
Minimum educational requirements	38
Training, New Recruits	39
Training, Ongoing	39
College of Policing	39
Change Management	40
Summary	41
Resources Cited	42
Members of the Task Force	45

Executive Summary

For the past three years, the Association of Municipalities of Ontario (AMO) has been a member of the Future of Policing Advisory Committee being led by the Ministry of Community Safety and Correctional Services (MCSCS). The Committee consists mainly of Ministry officials, police chiefs, police officers, and various police association representatives. This is a laudable initiative. However, it should be noted that the Committee's work is rooted in a consensus seeking process. This has limited the scale and scope of many draft recommendations and the Committee's advice to the Minister of Community Safety and Correctional Services.

AMO fundamentally believes in the need to advance the agenda of reform. This paper is designed to broaden the discussion and inject a change of pace in shaping the future.

The issue of cost has certainly been a catalyst. Whether negotiated or arbitrated or through the accumulation of years of incremental increases – cost is without a doubt, shining a bright light on this public service. When we combine cost with aging legislation and standards, demographic shifts, and the immediate challenges on the horizon, we find ourselves returning to a basic question: how do we want to be policed? What should it look like?

To talk about the future, AMO established a task force of mayors and police board representatives from across the province to explore key questions about policing. The task force interviewed experts, reviewed the best academic research available, sent representatives to the 2015 Summit on the Economics of Policing and Community Safety in Ottawa, and had thorough and lengthy discussions on specific issues about the future of policing.

What follows are a series of topics and some recommendations on the path forward. These ideas are not set in stone; they are a starting point for municipal and provincial elected officials and others. These recommendations, many borrowed from experts outside the municipal realm, represent the consensus of the task force.

We have divided the recommendations into four key themes: **Partnership, Productivity, Performance, and Personnel**. What follows are our priority recommendations that require immediate action and key recommendations in each theme that will require long-term and sustained reforms.

Recommendations

Priority Recommendations:

1. Make changes to the interest arbitration system.
2. Improve the quality of the existing governance and civilian oversight system.
3. Make legislative changes to permit the greater transfer of specific functions to civilians or other security providers where appropriate.

Partnership

1. The quality of the governance and civilian oversight system needs to be improved. This includes ensuring governance board members are qualified against a set of competencies and mandatory training is provided.
2. The future must provide for a province-wide OPP governance body responsible for policy direction and advice to the Province on collective bargaining.
3. Efforts towards coordinated bargaining in Ontario have begun. Its further refinement and strengthening should be pursued while balancing local needs versus those of the municipal sector as a whole.
4. Governance responsibilities for all forces should include goals, priorities, and measurement of outputs and outcomes.
5. Encourage the adoption of community safety planning for all municipalities consistent with local priorities, circumstances, and size. This includes locally adaptable models. In addition, such planning should include community safety and stakeholder structures which promote collaboration and cooperation.
6. Governance structures should also account for the presence of private security. A measure of public oversight of private security should be developed (including special constables and civilians).

Productivity

7. Assist in managing the public demand for service through broader and expanded adoption of alternative service delivery options of various non-core policing functions.
8. Address longstanding issues with the interactions of the police and the broader legal system. This should include improving the compatibilities of information technologies systems between different police services, crown lawyers and the courts.
9. Prepare for the developing demographic shift which will accompany an aging population and the resulting changes to the nature and types of crime associated with this shift. For example, an aging population may require different or perhaps more police services to address elder abuse.
10. Cybercrime is an emerging issue. It needs to be acknowledged and given suitable resources. Given the nature of cybercrime, principal responsibility should reside with the federal government.
11. Better outcomes could be achieved by standardising information technology platforms that facilitate and improves data sharing between police services.
12. Broaden availability and use of plate readers, red light cameras, or other technologies based on a cost-benefit analysis of enforcement options.
13. The use of lapel or body cameras on officers should be studied carefully from a cost-benefit analysis. This should include the broader policy and privacy implications for officers and members of the public.
14. Develop shift schedules that are adjusted to match demand and calls for police service. This should include addressing overstaffing during slow periods and improvements to the management of overtime costs.
15. Ensure that policy change in legislative, related statutes, and other policy documents enables rather than restricts alternative approaches to service delivery which might include tiered policing, specialization and continued civilianization of non-core police functions. This should include amending the adequacy standards established by the Province.

Performance

16. Adopt modernized output and outcome metrics to measure police performance across the province.
17. Improve and expand the scope of current public reporting of policing activities and organizational performance.
18. Independent research capacity on policing issues needs to be expanded to assist police services with evidence based decision making. Both police services and independent research institutes have a role to play.
19. Encourage information sharing between governance bodies, police leaders and police services of new ideas, approaches, and strategies.

Personnel

20. Provide for the greater specialization of functions by type of officer. This would mean less dependence on “generalist officers”. (This does not devalue a broadly educated and trained frontline officer, particularly for smaller communities.)
21. Pay structures should target priorities, including the effective management of partnerships, specialized functions, etc. They should also be adopted to encourage lateral entry into the police service of mid-career professionals who have required specialized skills.
22. Specific functions should be transferred to civilians or other security providers where appropriate. This could include court security and prisoner transportation, data entry, accident reporting, burglary investigations (provided the burglary is no longer in progress), and forensics among other functions. It should also include staffing for some types of existing “paid duty” functions.
23. Adjust the career advancement model of officers to provide for a longer probationary period, greater management oversight, and scaled responsibilities.
24. Provide greater support for addressing mental health issues at the community level. This recommendation is primarily directed to the Ministry of Health and Long-Term Care and its local agencies.
25. The suspension with pay legislative system needs to be reformed to promote public trust and the ability of the Chief to maintain discipline within the police service.
26. Consider changing the minimum education requirements so that applicants must obtain post-secondary education before they can be eligible to apply to a police service.
27. Instead of the police service paying for basic police entry training and continuing education for officers, the costs should be shifted to individual officers, similar to other professions. This recommendation relates to recommendation #25 to change the minimum education requirement for applicants.
28. Police should have more direct input into the design of existing educational programs that are required for officer qualifications. The curriculum of such programs should be aligned to meet the needs of police services.
29. The establishment of a centralised regulatory body for the policing profession could assist in managing applicant qualifications, ongoing training, and licensing of officers. Such a regulatory body could be similar to those that exist for physicians, lawyers, nurses, and other professionals in Ontario.
30. Provincial and municipal governments must be supportive of innovations and new models of policing. Support is also needed from other participants in the public safety and security web, including private security, local health professionals, and community groups.
31. Include innovation and transformation as one of the considerations when evaluating the performance of Chiefs and Deputy Chiefs and appropriate ranks in the OPP and own municipal police services.

Change requires direction and oversight from the political and civilian authorities to which police report.

Dr. Christian Leuprecht¹

Introduction

Peace, order, and good government. These words from the Canadian constitution are often used to define the Canadian character. Words written almost 150 years ago have defined our development as a country and still reflect our values as a nation.

We are a nation that includes the Mountie, the hockey player, the beaver, and maple leaf as something we identify with, that reflects us, that is a symbol of Canada. Not many nations in the world have such a fond regard for the uniform and the individuals who enforce the rule of law. Such is Canada. The Royal Canadian Mounted Police (RCMP) played a significant part in the development of Canada and remains a powerful part of our identity. The same can be said of the Ontario Provincial Police and its history in the northern and rural parts of Ontario. On the whole, we consider police officers as key participants in our civil society, critical players who ensure the rule of law, and who uphold democratic values. Police are woven into the fabric of our society.

Because of this special status, resources have not been spared in providing for this key public service. Over many years and many economic swings, police budgets have not seen some of the more aggressive cuts experienced by other public services. Governments have invested in policing by adding new officers and providing equipment to meet new challenges and crimes. Safety and risk management have been key considerations in this regard. More resources, more units, more specialized services, more weapons, more benefits, and higher salaries seemed appropriate to address the fundamental need of communities and to help people feel safe and secure. But a wall has been hit. The public is now questioning the ever-increasing costs.

This growth, over many years, means that here in Ontario we now have the highest policing costs in the country. What does this public expenditure bring to our communities? What functions and expectations should we have of a police officer in 2015? What should policing look like in 2020? Policing is not the only public service or profession which contributes to safety and security. In fact, there is an entire social safety web – from the quality of municipal water and waste systems, to the education system and the healthcare system – every single element of public service is geared towards safety and security. All play a part. If we spend too much on one and starve the others, we are just as likely to risk societal discord.

¹ Leuprecht, Christian. “The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs”, MacDonal-Laurier Institute for Public Policy, 2004 at pp. 20. Available online: http://www.macdonaldlaurier.ca/files/pdf/MLI_CostofPolicing_Final.pdf.

Here is the fundamental concern on the part of municipalities: the cost of policing continues to rise at a higher rate than other public services. Municipal councils have little or no influence in bargaining because of the long shadow cast by interest arbitration, and municipal councils have little or no influence upon the management of police services and functions. The time is now to look at the fundamentals upon which police services have been built and function as part of the need to have long-term sustainability and quality delivery as part of the future of policing in Ontario. As Leuprecht writes, "If police cherish their institutional autonomy, they, the membership, and the unions would do well to embrace reform and engage in a discussion about quality and outcome with the communities they serve and who pay their keep."²

We have approached a time where the question must be asked, "what kind of policing do Ontarians need and want"? It doesn't mean policing has become less important, that we don't still hold in high esteem those men and women who take on the duty and role of a law enforcement officer, or that we are somehow less Canadian for considering and openly discussing issues regarding police budgets. On the contrary, it is because municipal leaders care so passionately about our officers and police services across Ontario that we seek to improve the delivery of this critical public service. The economics of the current policing model are being debated amid broader economic forces as well as realities which are beyond the reach of municipal councils, the provincial government, or the police themselves.

The Call to Action

The purpose of this report is to broaden the nature of the discussion regarding policing and to bring a different lens to it. Change and adaptation are not necessarily easy, but a look to the future demands that we look at the current state. Change involves all the players in policing. We are living in a time of fiscal constraint. To deliver the full range of public services that provide for a safe and secure society, we need to modernize the delivery of police services to ensure it is designed for the future. This includes adapting for the changes brought by demographic change, municipal fiscal health, infrastructure needs, provincial deficits and provincial debt, to name but a few. Economics is certainly a driver of the need. But the focus must be centred on the means. In other words, how do we want to be policed? How do we want policing and public safety delivered in 2020? What steps do we need to take together to achieve that? What do we need to change to get there?

To the provincial government – Modernizing the delivery of public safety and security can only be done with a whole-of-government approach. Policing governance systems

² Leuprecht argues that police can win in a discussion on reforms that focuses on quality and outcomes for communities, as opposed to one that focuses on metrics and reactive policing. For more thorough discussion, see Leuprecht, Christian. "The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs", MacDonald-Laurier Institute for Public Policy, 2014 at pp. 23 and pp. 25. Available online: http://www.macdonaldlaurier.ca/files/pdf/MLI_CostofPolicing_Final.pdf.

must be better supported, policing services need latitude to deliver modernization, and police chiefs must be encouraged to embrace reforms. Mental health services need to be better understood and improved, the labour relations framework needs balancing, the legislative and regulatory directives for policing need refreshment.

To municipal governments and police service boards – As governing representatives, you are charged with meeting current needs, but also planning for the future. You have a role, too, in deciding what the future should look like. To achieve better outcomes, change may impact other municipal service areas and those related costs. That, too, is part of looking at future community safety and how it could be achieved.

To the Ontario Association of Chiefs of Police (OACP) – What does the future look like? What is the alternative? We've heard you say in the newspapers, speeches and tweets: tell us what you don't want us to do? How about we start with what you as police leaders think should be done differently.

To Police Officers and their Associations – We collectively have a problem and we need to talk about it. We appreciate what you do is valuable service but the cost and the framework cannot be sustained. Evidence on the need to adapt is growing. We've seen other police services large and small in North America re-think how policing is delivered. The same has taken place in the United Kingdom. Some of those changes have been successful, others have not.

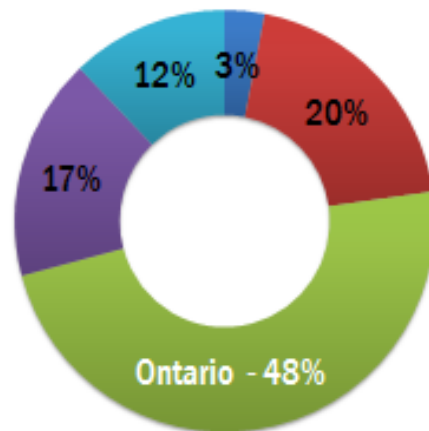
For all, the question is: what can we in Ontario do to build a public safety model our children can afford?

The Fiscal Backdrop

Ontarians pay the highest policing costs in the country. This includes both provincial and municipal expenditures. In 2011, Ontarians spent \$320 per capita on policing. We estimate it is at least about \$35 more than Albertans, \$56 more than British Columbians, and \$24 more than Quebecers.³ Nationally, Ontario's share of municipal policing costs is 48%, although Ontario only makes up 39% of the Canadian population. Some may say that half of the national problem with the cost of policing is owned here in Ontario.

³ Source: Police Resources in Canada 2012, Statistics Canada. A special note: the difference between costs in Ontario versus the other provinces may be understated. Through separate data sources (MMAH FIR) we can confirm Ontario numbers do not include capital expenditures. Caution should be observed with results from other provinces which may or may not include capital costs.

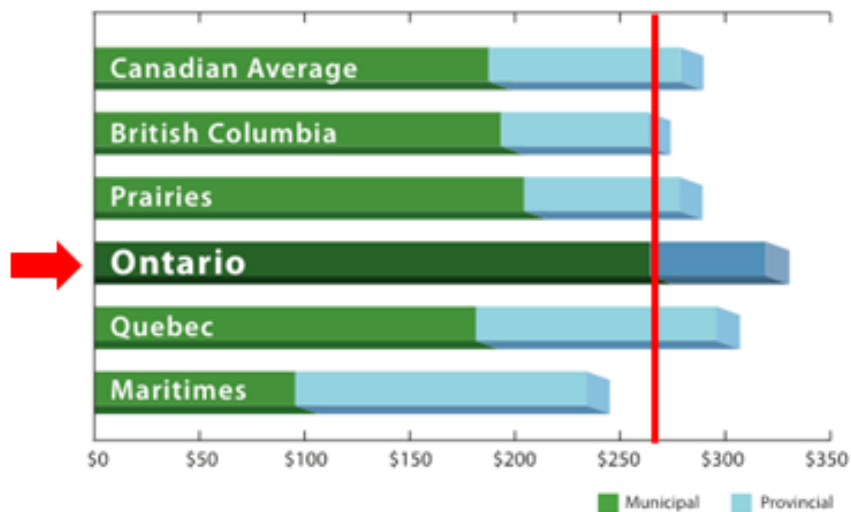
Ontario's share of municipal policing costs in Canada (2011)



■ Maritimes ■ Quebec ■ Ontario ■ Prairies ■ British Columbia

Source: Statistics Canada

2011 Per Capita Policing Costs



Source: Statistics Canada

Ontarians also pay the highest property taxes in the country. Property tax is the main revenue source for policing in Ontario. In recent years, property taxes in rural and northern areas have been increasing faster than in urban areas. Property tax is also highly regressive, meaning it hits lower-income people harder than consumption or income taxes.

The rising cost of policing disproportionately affects municipal governments because two-thirds of all police officers are municipal employees.⁴

Property taxpayers are also subsidizing federal police enforcement. The Federation of Canadian Municipalities (FCM) estimates that nationally, more than \$500 million is spent by municipal police forces enforcing federal laws.⁵

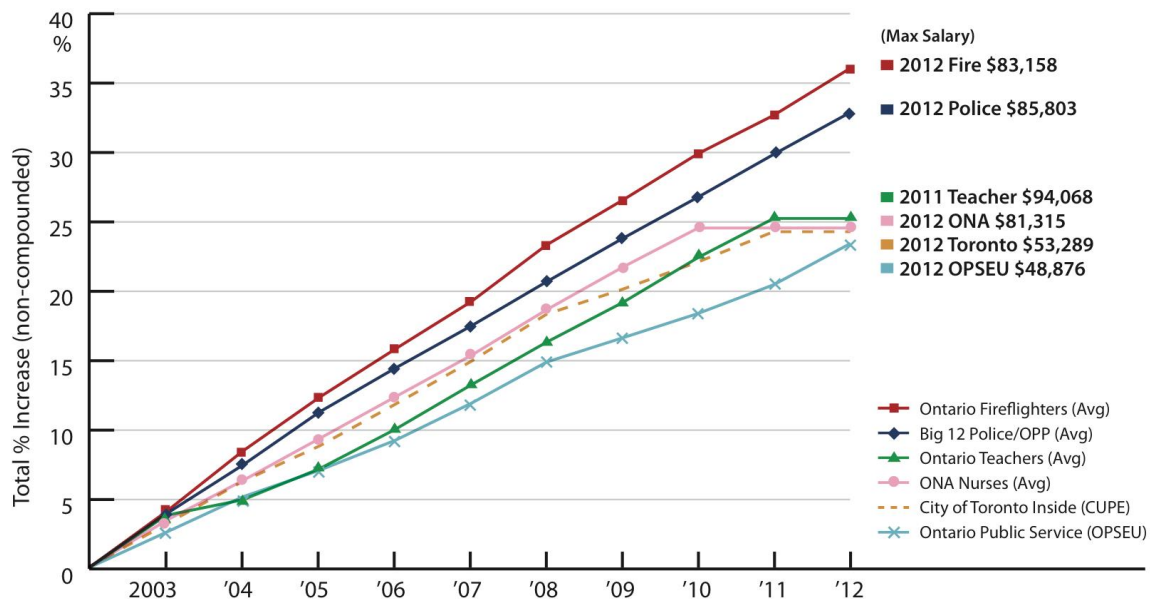
Since 2002, the average annual rate of cost growth for emergency services (police, fire, EMS) has been three times the rate of inflation. Police officers do important work and are well compensated compared to others on municipal salary grids, such as long-term care nurses, transit employees, or drinking water technicians. But these ever-increasing policing costs are making it a challenge for municipalities to be able to provide the full range of programs and services that citizens need.

⁴ According to Leuprecht, police and firefighters tend to exceed other municipal employees, both in terms of numbers and salaries: Leuprecht, Christian, "The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs", MacDonald-Laurier Institute for Public Policy, 2014 at pp 7. Available online: http://www.macdonaldlaurier.ca/files/pdf/MLI_CostofPolicing_Final.pdf.

⁵ The Federation of Canadian Municipalities Report, *titled Towards Equity and Efficiency in Policing: A Report on Policing Roles, Responsibilities and Resources in Canada*, is available at: http://www.fcm.ca/Documents/reports/Towards_Equity_and_Efficiency_in_Policing_EN.pdf.

Wage Growth in the Broader Public Sector (BPS) since 2003

Source: Ontario Treasury Board Secretariat



For the OPP, 86% of operating expenditures are staffing costs.⁶ This percentage is similar for municipal own-force services.

Salaries across Ontario are generally consistent – this has been the outcome of an interest arbitration system that is about replication – that a police officer, no matter what force or what community, should be paid the same salary. The current base pay of a 1st Class Toronto Constable is \$90,623.⁷ In Waterloo Region it is \$90,348.⁸ The estimated salary of an OPP officer with 2 years of experience is \$90,623.⁹

⁶ Ontario Provincial Police. *2012 Annual Report* at pp. 7. Available at:

<http://www.opp.ca/ecms/files/250258838.6.pdf>.

⁷ Toronto Police Service. "Salary, Benefits, Career Development". Available at:

http://www.torontopolice.on.ca/careers/uni_benefits.php.

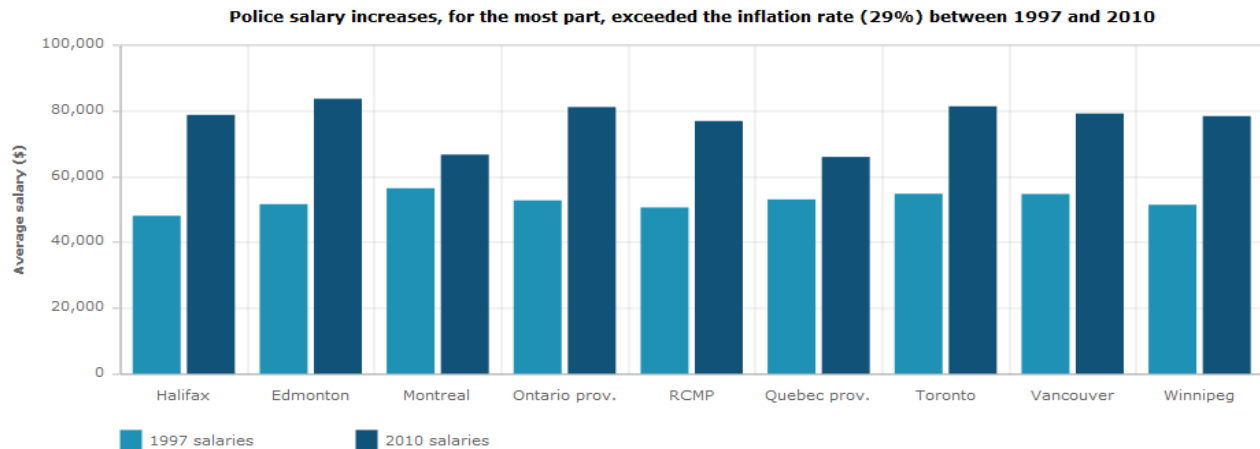
⁸ Waterloo Regional Police Service. "Employee Salary and Benefits". Available at:

<http://www.wrps.on.ca/careers/constable-positions-1>.

⁹ Ontario Provincial Police. *Understanding Ontario Provincial Police (OPP) Municipal Policing Costs 2013 Cost-Recovery Formula Update* at pp. 22. November 15, 2013. Available at:

<http://www.opp.ca/ecms/files/277393041.4.pdf>.

Salary hikes outpace inflation



Source: <http://www.cbc.ca/news2/interactives/policing/>

How do the salaries of Ontario officers compare to others in North America? The salary of a New York City police officer with 2.5 years of experience is \$53,819¹⁰ (USD). In 2014, the maximum salary of a Detroit police officer was \$51,748¹¹ (USD). The average salary of a First Nations Police Officer in Quebec is \$45,000.¹² No one is suggesting these wages should apply in Ontario. The salaries in other jurisdictions are based on different standards and circumstance. Many might even consider them unacceptably low. But when we talk about the cost of policing, we must recognise we are predominantly talking about the cost of labour; not the cost of vehicles, fuel, or equipment. By Canadian and North American standards, police officers in Ontario are well paid.

In addition to base pay, officers also earn overtime and pension benefits. For illustration, below is the estimated labour cost of one OPP officer:

2014 OPP Estimated Constable Cost¹³

Salary (provincial average rate)	\$94,702
Overtime (provincial average rate)	\$6,250
Vacation and statutory holidays	\$3,599
Shift premiums	\$675
Benefits	\$25,316
TOTAL	\$130,542

¹⁰ New York City Police Department. "Benefits and Salary Overview". Available at: <http://www.nypdrecruit.com/benefits-salary/overview>.

¹¹ [Detroit Police](#)

¹² Moffat, Chief William. "Innovation in Remote, Northern, and Aboriginal Policing." Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

¹³ Ontario Provincial Police. *Understanding Ontario Provincial Police (OPP) Municipal Policing Costs 2013 Cost-Recovery Formula Update* at pp. 36. November 15, 2013. Available at: <http://www.opp.ca/ecms/files/277393041.4.pdf>.

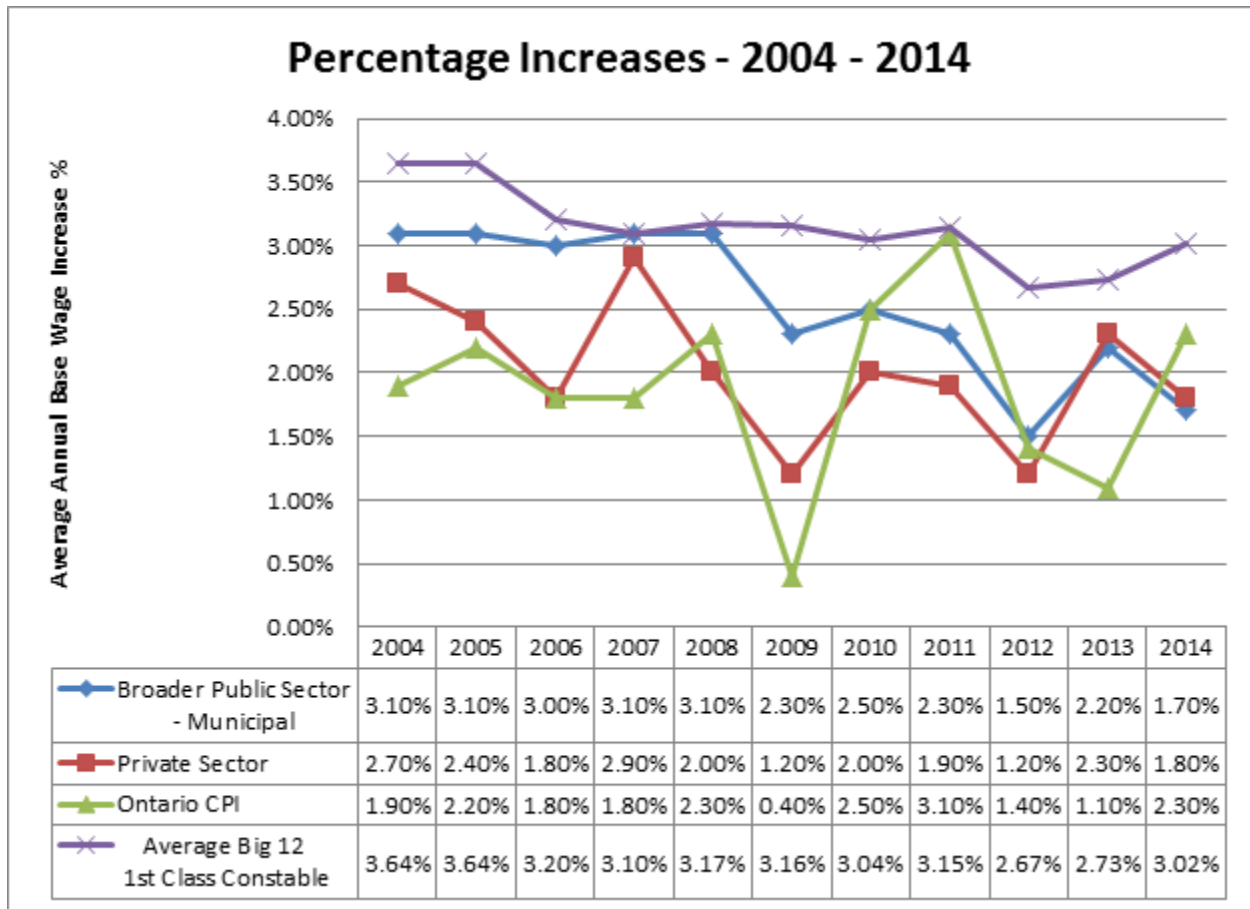
Canada's crime rate continues to fall. The homicide rate is at its lowest level since 1966. Statistics Canada notes the police-reported Crime Severity Index fell by 9 per cent in 2013, the tenth consecutive annual decline. A recent survey identified the cost of policing as the number one issue facing Toronto's next Chief of Police. Nearly 600 Toronto residents took part in the survey.

Across Ontario, public opinion recognizes wage increases and the relationship to overall cost. Public polling conducted in the summer of 2014 by Nanos Research indicated that 59% of Ontarians support police and fire personnel either having the same wage and benefit increases as other employees of the same municipality (32%) or freezing wages and benefits (27%). About 35% prefer to use the same rate as other police and fire departments, while 10% are not sure.¹⁴

Interest Arbitration

AMO's position on interest arbitration has been consistent for many years – the Ontario Legislature must restore balance to the system. The public and the media are also questioning the rate of increases. AMO continues to advocate for an improved, accountable, and transparent arbitration system to ensure essential local services remain affordable. Negotiated settlement in one community is not the capacity to pay in another, nor is an arbitrated settlement. Labour costs are the largest component of police budgets.

¹⁴ Source: Nanos Research, RDD dual frame random telephone survey in Ontario, July 18 to 21, 2014, n=501, accurate 4.4 percentage points plus or minus, 19 times out of 20.



Consider these facts:

1. The average annual growth of police spending between 2002 and 2011 was 6.3%. This compares to the inflation rate over the same period of 2.1%. In other words, for at least a decade, police spending has been growing at three times the rate of inflation.
2. One of the most important drivers in these increased costs was that police salaries increased by 40% between 2000 and 2011 (in agencies with more than 50 officers), while the average for all Canadians in non-policing occupations increased by only 11% (Public Safety Canada, 2012).¹⁵
3. Arbitrated and negotiated police wage increases from 2003 to 2011 have been in the range of 3%-3.75% for municipal police services. By comparison, national and provincial consumer price index increase over that period ranged from 0.5%-2.75%. The OPP wage increased a minimum of 13.55% over four years (2010-14), with 8.55% in 2014 to match other police settlements.

¹⁵ Rick Ruddell and Nicholas A. Jones. 2014. "The Economics of Canadian Policing: Five Years into the Great Recession." The Collaborative Centre for Justice and Safety

4. While negotiated, the latest provincial agreement with the OPPA is affecting the cost of policing for all police services in Ontario. It is the latest big leap in the ongoing leapfrogging of wages. The 2014 OPP wage increase alone cost property taxpayers an additional \$25 million in 2014 and at least an additional \$75 million annually for the provincial treasury. In addition, the collective bargaining agreement with the Ontario Provincial Police Association (OPPA) calls for officers to be the “highest paid police force” in Ontario at a specific point in time. The OPPA has already achieved a pension benefit standard of ‘best three years’, which also has a cost impact to the Province and part of municipal policing contracts.
5. The 2012 Drummond Report specifically mentioned policing and the justice sector: “The sector will need to transform its service delivery and find efficiencies to meet its spending targets, while also ensuring public confidence in the system and meeting the criminal justice system’s standards”. While discussions continue, a plan for such a transformation has yet to be developed.
6. Operating grants to municipalities through the Ontario Municipal Partnership Fund (OMPF) are declining. In addition to the \$35 million reduction this year (\$10 million more than anticipated), the previous grant component dedicated to policing has been eliminated. The Province has another scheduled budget cut to make, although municipal governments believe it is not the time to do so. Some municipalities are benefitting from the new OPP costing methodology being phased in over five years, while others are now paying a great deal more.

A 2011 report comparing international policing costs noted that Canada spends more than New Zealand, the United States, and Australia. Canadian spending is second only to the United Kingdom, which, it should be noted, has recently embarked on policing reforms to drop expenditures by 20%.¹⁶

The key driver of policing costs is the cost of labour. Specifically, essential service status, the inability to strike, retention pay, and salary benchmarking have resulted in arbitration awards that do not properly account for local economic circumstances and capacity to pay. The system is not sustainable.

For municipalities, it is worthwhile to consider that the percentage of policing expenditures between municipalities, the provinces, and the federal government has generally remained constant from 2003 to 2012.¹⁷ In this sense, the growing cost of

¹⁶ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 58 Available at: http://www.scienceadvice.ca/uploads/eng/assessments%20and%20publications%20and%20news%20releases/policing/policing_fullreporten.pdf.

¹⁷ Ibid. pp. 53

policing is not a result of recent provincial downloading. For example, since the 1998 introduction of billing, the proportion of costs for the OPP has generally not shifted from the Province to the municipal sector. That does not mean provincial actions have not caused municipal costs to increase. From the start of municipal billing in 1998 to the 8.55% OPP wage increase of 2014, the Province has played a significant role. But as was pointed out earlier, it also bore a great deal of the costs resulting from the 2014 wage settlement, about \$75 million annually in addition to the \$25 million spent by municipalities. In summary, cost shifting from one order of government to another is not a primary culprit when it comes to the cost of policing. It is the cost of labour.

“The issue of police salaries and benefits is ultimately a matter for democratic debate on the perceived value of police in the safety and security web, given their unique role and powers. As other sectors in the safety and security web take on responsibilities consistent with their particular skills and as police officers are called upon to uphold professional standards and require professional credentials, this issue could dissipate.”¹⁸

Justice Stephen T. Goudge, Q.C.

We also need to consider the historic rationale for high police salaries. For one thing, it assists in preventing corruption. Another rationale frequently used by police associations is that policing is a dangerous profession. Yet, many other occupations rank much higher when considering degrees of risk.¹⁹ Five Canadian police officers died in the line of duty in 2014.²⁰ There were six fallen Canadian soldiers in the same year.²¹ The salaries of soldiers and military officers are considerably less than those in the police service. For example, the starting salary of a military police officer with the Canadian Forces is \$49,400.²²

Municipal governments have lost faith in the existing collective bargaining model and some are reflecting on the merits of a formal province-wide collective bargaining system, while others believe more informal coordinated bargaining in a similar fashion to employee groups. In any event, all municipal governments agree that changes to

¹⁸ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 144

¹⁹ Leuprecht, Christian. “The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs”, MacDonald-Laurier Institute for Public Policy, 2014 at pp. 7. Available online: http://www.macdonaldlaurier.ca/files/pdf/MLI_CostofPolicing_Final.pdf.

²⁰ Officer Down Memorial Page, “Honouring Officers Killed in the Year 2014”. Accessed March 12, 2015. Available at: <http://canada.odmp.org/year.php?year=2014&Submit=Go>.

²¹ National Defence and the Canadian Armed Forces. “Honours and History”. Accessed March 12, 2015. Available at: <http://www.forces.gc.ca/en/honours-history-fallen-canadians/index.page>

²² Canadian Armed Forces. “Military Police”. Accessed March 12, 2015. Available at: <http://www.forces.ca/en/job/pdf/militarypolice-75>.

collective bargaining and the interest arbitration system, to allow for a more level playing field, is needed.

History of Growing Resource Allocation

For many years, Canada became accustomed to addressing higher crime levels by increasing resources to fight crime. The annual budget increases police chiefs sought were in the pursuit of greater safety and security. It is the accumulation of these regular increases and the realization that further investments are unsustainable that leads us in part to our current predicament.

We made those decisions collectively, as a society. Police services alone cannot be assigned responsibility for this. It is a shared outcome involving municipal governments, police service boards, and policing community as well as the provincial and federal governments, and Canadians. Equally, responsibility for the solution to our current situation rests with all of the above.

Even if we could spend more, should we? The Goudge report is pretty clear: “Costs may be rising without necessarily yielding visible improvements in the level or quality of service offered to the public”.²³ “Additional spending may not be resulting in visible improvements to the equality of service.”²⁴ As one example, the Winnipeg Police Chief Devon Clunis has specifically asked for no more officers. What he needed were civilians to support officers.²⁵

Canadian policing has never been subject to a comprehensive assessment resulting in major reform.²⁶ Canadian stakeholders at all levels of government, along with the public, are calling for a review of the viability of current policing models at a time marked by serious fiscal concerns. In Ontario, there are a number of different pieces of legislation and regulation that impact policing. The *Police Services Act* itself and the accompanying regulations have not been reviewed in any substantive manner since they were enacted in the late 1990s. Time alone suggests that a look at how policing is delivered is due.

²³ Goudge, Stephen, et al. *Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models*. Council of Canadian Academies, 2014. pp.45.

²⁴ Ibid. pp 51.

²⁵ Clunis, Chief Devon, Winnipeg Police Service. “Smart Policing: Academic, Private Sector, and Police Partnerships.” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 3, 2015.

²⁶ Goudge, Stephen, et al. *Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models*. Council of Canadian Academies, 2014. pp.10.

Key Themes for Reforms

For the most part, change strategies fall into two broad categories: managing public demand for services and increasing operational effectiveness. They have been captured into four key themes: **Partnership, Productivity, Performance, and Personnel.**

Theme 1: Partnership Governance

Justice Morden's report on the G20 reinforces the importance of civilian oversight:

"Civilian oversight of our police is essential. It acts as a check and balance against the legal powers society has given the police to enforce the law. Effective oversight of the police is the way that the public and police remain partners in the preservation of public safety. For the police to be effective in our communities, the public must have respect for those that perform the policing function. The governance and accountability that civilian oversight creates work in tandem."²⁷

Strengthening of the police governance structures and the policy-making duties of police services boards is a priority. As Goudge notes, "appropriate governance is central to generating policing according to societal values". This includes "the legitimacy of elected representatives giving policy direction to the police".²⁸ In his report on the G20, Justice Morden found that governance through an appointed board mitigates some of the concern about direct control by elected officials while also allowing some direction of police policies.²⁹ In other words, independence and accountability can co-exist. Clive Weighill, President of the Canadian Association of Chiefs of Police, also points out that civilian oversight builds trust and legitimacy; hence, money needs to be spent on oversight.³⁰

Evidence shows that mechanisms for democratic accountability in Canada are not working well.³¹

Justice Stephen T. Goudge, Q.C.

²⁷ Morden, Hon. John. "Independent Civilian Review into Matters Related to the G20 Summit." June 2012, Page 6.

²⁸ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp.62.

²⁹ Morden, Hon. John. "Independent Civilian Review into Matters Related to the G20 Summit." June 2012, Page 82

³⁰ Weighill, Clive. "Future of Policing and Public Safety." 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 4, 2015.

³¹ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 145.

When considering the safety and security web more broadly, the Expert Panel on the Future of Canadian Policing Models notes, “accountability mechanisms that oversee the range of actor and partnerships in the safety and security web are underdeveloped”. “Proposals for public security boards are deemed promising by the Panel, although it is recognized that they have not yet been tested through implementation.”³²

The importance of governance bodies remaining autonomous from police chiefs is extremely vital. This is critical to maintain and conduct appropriate oversight functions. At the same time, private sector security and OPP governance can be improved.

Private security services are largely overseen by private businesses. There is minimal public oversight (apart from very minor licensing requirements) despite the important role private security services fulfill in the broader safety and security web. A greater measure of public oversight is required. Much more thorough training should be offered to all board members. Appointees should be selected based on a skill and experience needs assessment.

Province-wide civilian governance of the OPP has been recommended in previous reviews. It should be reconsidered at this time. In other provinces, municipal representatives have been part of the provincial team negotiation service contracts with the RCMP. At the very least, municipal input to provincial-led servicing contract and bargaining discussions could inform the Province’s negotiating positions.

Community Mobilization

Community mobilization is the broader engagement of all public safety and security participants towards improved public safety outcomes. It recognizes that at the core of the matter is community and we know there are not homogenous communities across Ontario.

Below is a description of community mobilization that is highly relevant from a paper by Rick Ruddell and Nicholas A. Jones. 2014. *The Economics of Canadian Policing: Five Years into the Great Recession* published by the Collaborative Centre for Justice and Safety:

Some police services are taking the lead in coordinating inter-agency meetings in a community mobilization approach. Community mobilization programs intervene with high-risk individuals or families before they become involved in crime or after an individual comes to the attention of law enforcement for anti-social or risky behaviour. The police, in partnership with representatives from addictions services, public health and mental health agencies, First Nations, social services and schools are brought together to identify potential solutions to an individual’s unmet needs. While the police have always participated in these types of community-based

³² Ibid. pp 73.

interventions they were often informal and their activities had a short-term orientation (e.g., interagency groups would meet to discuss a single case and then disband afterwards). By contrast, community mobilization formalizes this approach and takes a long-term orientation.

Initial results of the Prince Albert Police Service community mobilization programs are promising. The program was first introduced in 2010 and from 2011 to 2012 violent crimes decreased by 31.9% and property offences by 9.4% (Prince Albert Police Service, 2013). Not only is the number of crimes dropping, but anecdotal information suggests that other forms of community dysfunction have also decreased: fewer assault victims are admitted to hospitals, less children apprehended by social service agencies, and school attendance is up. Altogether, this model draws our attention to the interconnectedness of social problems and shows us that progress in resolving one problem can benefit several different systems. While this collaborative model has yet to be formally evaluated, it represents a step toward crime reduction by solving problems in the community one person or family at a time.

An additional challenge of police-community partnerships is that interventions that are successful in one place might fail elsewhere and there are a number of reasons for those failures. Some community and agency stakeholders might be more willing to participate in these arrangements. In other cases, successful programs are exported to new locations, but are not faithful to the original approach and this leads to poor outcomes. Many successful programs are championed by charismatic leaders and if those leaders are absent in new locations the intervention might not flourish. Altogether, there are many potential barriers but they are outweighed by the crime reduction benefits and increased community safety.³³

Goudge makes a similar finding. His report notes, “community participation is an oft-cited component of democratic accountability, and police organizations may be expected to develop cooperative relationships with communities to achieve this objective”.³⁴

Important considerations regarding community mobilization include: clarity of roles and responsibilities, organizational mandates, and locally adaptable models that meet local needs. Provincially mandated, one size fits all, regulated mobilization will stifle local ingenuity and cooperative efforts. Assigning a municipal council with successful

³³ Rick Ruddell and Nicholas A. Jones. *The Economics of Canadian Policing: Five Years into the Great Recession*. The Collaborative Centre for Justice and Safety, University of Regina, 2014 at pp 68-69. Available at: <http://www.publicsafety.gc.ca/lbrr/archives/cnmcs-plcng/cn80407908-eng.pdf>.

³⁴ Goudge, Stephen, et al. *Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models*. Council of Canadian Academies, 2014. pp. 79.

implementation over agencies it does not control may prove frustrating, if not problematic.

The effects of the Toronto, Peel, Waterloo, or Sudbury pilot projects must be evaluated carefully, with a view to measuring the outcomes against the overall sustainability of policing and other services. We need to consider community mobilization efforts beyond the silo of community safety.

The impact of municipal boundaries on successful implementation of a community mobilization plan also cannot be ignored. Many communities have varying catchment areas for social services, health service and other community based services, police and police service boards, in addition to those of lower and upper tier municipal governments. Advancing community mobilization without first understanding how the above issues might be considered would be ill-advised.

We must also consider efforts with a view to the specific challenges a community faces. In other words, above all else, policing is a local matter. Adopting the methods of one jurisdiction may be entirely inappropriate for another. For example, Prince Albert had very specific problems and higher rates of violent crime. Other jurisdictions with lower rates of violent crime or different challenges may not benefit to the same degree. What problem are we trying to solve? Priorities should be locally determined.

The Safety and Security Web

A safe and secure community depends on multiple organizations and professions, not just the police. Security is built upon a broad safety and security web including private security, local health professionals, community groups, and municipal, provincial and federal government agencies. It is the effective functioning of this web which will deliver better, more efficient and effective public safety outcomes, not just police.

Many have described the security web as a change from a vertical structure with police at the top of the hierarchical structure to that of a horizontal structure, with police as just one of many participants, albeit with authority and powers not provided to others. Key elements of the success of the security web model include building trust and the professionalism of network players.³⁵ For an example of how the security web operates, one can look to the 2010 Vancouver Olympics.

A new model of policing will incorporate the growth and presence of private security, the growing involvement of social service and health care workers and agencies. Police services must align and adapt with other participants. Police no longer have a monopoly

³⁵ Hoogenboom, Bob. "Strategic Approaches to Policing and Community Safety." 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

on providing public safety and security, because they are but one of many actors currently operating in that space.³⁶

As Goudge points out: “The provision of security, peace, and safety is almost always the product of successful coordination and integration of a wide range of police and non-police actors and resources. Police services, far from acting as isolated organizations battling crime, operate in a wider network to deliver safety and security.”³⁷

Any new policing model must be supported by complimentary adjustments and adaptations by other public security web players. This includes the provincial government ministries, municipalities, public health and welfare agencies. It also includes a communications system that supports cohesive action.

Today's Reality

Various speakers at the 2015 Summit on the Economics of Policing and Community Safety repeated two key points regarding what we are asking of police today. The first is that police generally are not in the position to say “no”. In other words, they will respond. The second key point is that officers only spend about 20% of their time actually responding in a crime fighting capacity. The other 80% of the time, they are responding to non-criminal circumstances. The following excerpt from *The Economics of Canadian Policing: Five Years into the Great Recession* makes that point:

We have to acknowledge that many of the duties that the police undertake are not related to enforcement and officers are expected to carry out a number of social service roles. Gradually adding additional duties, especially ones not originally envisioned, is called mission creep, or what Millie (2013) called “wide policing.”

Research has shown that only a very small percentage of an officer's time—approximately one-fifth to one-quarter—is devoted to actual crime fighting (Marnoch, Boyd & Topping, 2010). Most calls for service are in response to social or neighbourhood problems, as well as about people with mental illnesses or other special needs.

Robertson (2012, p. 351) called the police a social service agency that “responds to a variety of emergencies and all manner of personal crises, including crimes in progress, domestic disputes, disturbances, motor vehicle collisions, injuries from accidents, sudden deaths (including suicides), psychotic episodes of mental illness, and locating lost children and vulnerable adults.”³⁸

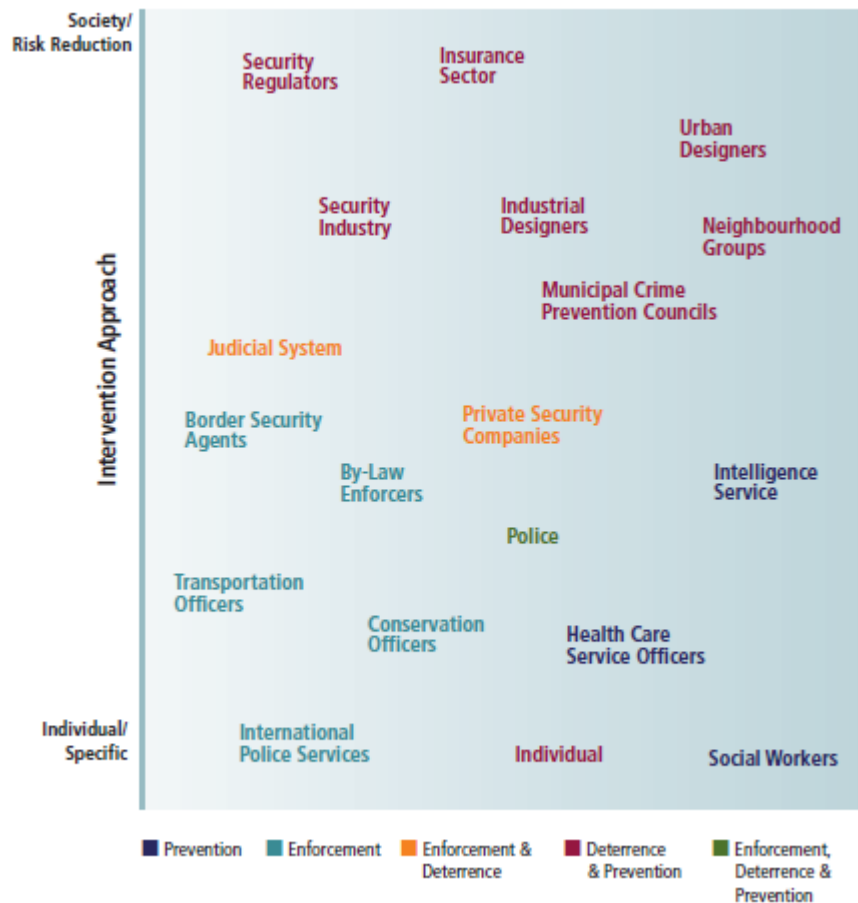
A governance structure which supports the coordination of the public security web must also be adopted. It cannot be a responsibility of police. Nor can it be the sole

³⁶ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 2.

³⁷ Ibid. pp. 34.

³⁸ Rick Ruddell and Nicholas A. Jones. 2014. “The Economics of Canadian Policing: Five Years into the Great Recession.” The Collaborative Centre for Justice and Safety

responsibility of charismatic leaders who might move jurisdictions and with it the cooperation of others as noted previously. It cannot just be assigned to municipal governments to compel cooperation over agencies they do not oversee or salaries they do not pay.



Source: "Varied Roles of Safety and Security Actors", Goudge 2014: 37.

Adopt a whole-of-society approach to safety and security

Just as we expect the adaptation and modernization of police, so too must we expect change from individual agencies and the public at large. Safety and security is a shared responsibility. The success of a safety and security web has federal, provincial, regional, municipal, and local dimensions. As Goudge notes, "no one specific [safety and security web, network or] model is universally applicable across the country".³⁹

³⁹ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 142.

“Successful policing models of the future will therefore need to be flexible, tailor to local contexts, fulfilled in partnerships, and multi-actored, with police taking either a leadership role, acting as a supporting partner, or deferring entirely to other actors who may be better positioned to lead a response.”⁴⁰

Calgary Chief Rick Hanson makes two critical points in this regard. He has pointed out that you cannot transport policing from one community to the next, it must meet local needs. He also emphasises the needs of all public safety and security actors, “to all speak the same language”.⁴¹ Competing institutional logic of the different players and who they represent might challenge the use of a common language. For example, a hospital sees a patient, the police see an emotionally disturbed person, and the Centre for Addiction and Mental Health will see a client. A common language is important.

⁴⁰ Ibid pp. 142.

⁴¹ Hanson, Chief Rick. “Police Transformation and Sustainability”, 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

Theme 2: Productivity

Declining Crime Rates

For the better, the volume and severity of reported crime have decreased.⁴² Canada's crime rate continues to fall. The homicide rate is at its lowest level since 1966. Statistics Canada notes the police-reported Crime Severity Index fell by 9 per cent in 2013, the tenth consecutive annual decline. The case for Ontario is just as positive. Since 2003, there has been a 34% reduction in crime, a 27% reduction in violent crime.⁴³ Ontario scores the lowest of any provinces or territories on the crime severity index.⁴⁴

Police associations have dismissed these statistics suggesting that it is unreported crime that should be a key focus. Does this mean an individual accepts certain actions as perhaps inevitable, although undesired, such as a stolen credit card? But what does the absence of crime or crime reporting mean for policing?

Long-term stable call volume

As the Auditor General of Ontario has noted, since 2007 the OPP's call volume has remained generally stable.⁴⁵ The OPP Commissioner has recently indicated this trend has changed and calls for service have increased modestly in 2013 and 2014.⁴⁶

Police are expected to handle a range of incidents – many complex situations involving considerable resources. Domestic dispute, mental health incidents, cases of impaired drivers; these are all often cited examples of the complexity of cases. That complexity has also grown over time. While some of that complexity may be unavoidable, demand for policing services can be further managed using self or online reporting of minor thefts or property crimes. This will require changes in public expectations. It will also require follow up calls by police to report on status. This follow up will be important if the public is going to adopt this method. In addition, the OPP's new costing formula includes 40% of costs determined as a result of calls for service. Calls for service are generated from the public but also from police officers themselves who might be requesting back up assistance or more resources. While there are many self-generated OPP calls for service,

⁴² Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 14.

⁴³ Naqvi, The Hon. Yasir, "Ministers' Address" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

⁴⁴ The annual Crime Severity Index is available at: <http://www.statcan.gc.ca/daily-quotidien/140723/dq140723b-eng.htm>.

⁴⁵ 2012 Annual Report of the Office of the Auditor General of Ontario. Available at: http://www.auditor.on.ca/en/reports_en/en12/2012ar_en.pdf.

⁴⁶ Hawkes, Commissioner Vince, "Crime, Costs and Performance Measurement" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 3, 2015.

the model does provide modest incentives for municipalities to manage the demand for service. This is a step in the right direction and the effectiveness of this approach in the long-term needs to be assessed at the local level.

A new issue with respect to call volume has become the frequency of “pocket dialing” which is the unintended calling of 911 from cell phones in pockets, purses, or by children. Pocket dialing consumes considerable resources for 911 operators, as each call must be assessed as to whether or not an emergency response is required. This might be one of the reasons behind the recent trend of increased calls for service.

Cybercrime

The threat of cybercrime needs to be suitably resourced and, given its nature, principal responsibility should reside with the federal government. This is a new type of crime which needs to be appropriately acknowledged within police service structures. This includes the greater need for cross-jurisdictional collaboration. The provincial task force to fight internet crimes against children is a good example. This effort is resourced by the Province. Similar considerations apply to national security investigations. Responsibility should reside at the federal level and include locally incurred law enforcement costs.

Complexity of police interactions with the broader legal system

Procedural complexity, growing transparency and accountability requirements, and growing expectations all play a role in driving policing costs.⁴⁷ For example, the time and steps necessary to obtain warrants has quadrupled the resources required to make an arrest.⁴⁸ Disclosure burdens for police departments have become very high, in part because of the Charter. Curt Griffiths, a Professor in the Police Studies Program at Simon Fraser University calls disclosure, “the number one issue concerning efficiencies” between the police and justice systems.⁴⁹ He goes on to point out the absence of collaborative partnerships between police and the Crown is contributing to the inefficiencies in the justice system.

In addition, information technology systems between the police and court system are not compatible, court scheduling requires off-duty officers to appear in court when cases are adjourned or the accused reaches a plea bargain. These are all driving overtime costs for police budgets. The Province’s strategy to address criminal court delays is called Justice on

⁴⁷ Leuprecht, Christian. “The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs”, MacDonald-Laurier Institute for Public Policy, 2014 at pp. 12 and 13.

⁴⁸ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 55.

⁴⁹ Griffiths, Curt. “Innovative Approaches to the Police-Justice Interface” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

Target. Its achievements since being launched seven years ago have been extremely modest.

Demographic Change

Declining crime rates are the product of multiple forces in society. While many theories have been made as to the cause, we cannot dispute the role of good policing as part of this outcome. But demographic change in particular deserves some credit, too. We are an older population now than in the 1960s. Younger people tend to commit more crimes than older people.⁵⁰ The population will continue to age in the next twenty years.

The resources society allocates must be based on our current and future needs, not based on past practice. And we must prepare for growth of different types of crime that may follow an older population, notably, elder abuse.⁵¹

Technology

Technology is an enabler of change, it is not the change. Standardised platforms for data sharing across services would go a long way to “improve the plumbing” of information sharing between police services that contributes to outcomes and will help more in an evidence-based policy world. Technology is fundamentally changing the nature of crime and crime fighting. For every new threat, cybercrime or identity theft, for example, technology has laid an old threat to rest. For example, electronic immobilizers with central locking have resulted in improved car security. Such advances reduced car thefts in the United Kingdom by two-thirds in the 1990s.⁵² Policing resources once dedicated to older problems can be reassigned to newer ones.

We also need to consider if the use of currently available technologies is being fully utilized. Plate readers and red light cameras can assist with traffic enforcement. Similarly gunshot detection sensors can be used for prompt response and dispatch of officers.⁵³ There are also many positive features offered by lapel or body cameras which warrant exploration.

The spread of security cameras in public and private locations has provided additional evidence for the use of law enforcement. Video analysis software has decreased the time required by security guards or police to analyse and monitor video footage. In addition, the Vancouver Police Department has an extensive information sharing platform with neighbouring jurisdictions. It has also developed a complex mapping system called

⁵⁰ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 28.

⁵² Ibid. pp. 135.

⁵³ Leuprecht, Christian. “The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs”, MacDonald-Laurier Institute for Public Policy, 2004 at pp. 18.

GeoDash, which is available to officers in their cars. GeoDash has developed highly accurate predictions in forecasting some types of crime at specific times and areas. This improves the effectiveness of policing hot spot areas.⁵⁴ Early indications are that in the near future, it will be able to predict some crimes within one hour and 100 metres of where they will occur with 70% accuracy.⁵⁵

Use by the public of cell phone cameras to record public incidents has many implications for police. This is a significant additional resource for police officers and the public to share as a record of events from a specific vantage point. Increasingly, cell phone cameras are being used to record interactions with police and are seen as a tool of accountability by the public. With the growth of cell phone use, this trend will only continue.

A final word about technology warrants mentioning. Evidence suggests that technology alone cannot result in significant productivity improvements because we know the industry of policing relies heavily on labour. The tolerance of society to accept greater automation of the many fundamental aspects of police work is limited to certain domains. In addition, any technological advances available to police, are also available to criminals.

Scheduling

Too often shift schedules are driven by officers, as opposed to being driven by demand for service. Shift schedules should be adjusted to match demand, ensure officers are on the job when they need to be, and limit the need for overtime pay. We have to move away from an exclusive focus on collective bargaining and consider instead what it is that drives the work of policing.⁵⁶

Adequacy Standards and integrated service delivery policing

Adequacy standards have been established by the provincial government to require police services to invest resources to “create a level of consistency across police services.”⁵⁷ The provincial government does not fund the training and capital expenditures required to meet these standards.

⁵⁴ Prox, Ryan, Vancouver Police Department and Simon Fraser University “Smart Policing: Academic, Private Sector, and Police Partnerships” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 3, 2015.

⁵⁵ Palmer, Deputy Chief Adam, Vancouver Police Department. “Developing the Next Generation of Police Officers and Leaders” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 4, 2015.

⁵⁶ Biro, Fred, Peel Police Services Board. “Smart Policing: Academic, Private Sector, and Police Partnerships” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 3, 2015.

⁵⁷ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 56.

The OPP's integrated service delivery model of policing means many specialised services can be moved throughout the province based on need. Some additional consideration of an integrated service delivery model for policing in non-OPP municipalities could help bring additional economies of scale. In particular, this applies to specialised functions such as homicide investigations, sexual assault investigations, tactics and rescue teams, and waterways policing. Shared service agreements between police services (and other emergency services in the case of waterways, boats, or rescue equipment) should be encouraged and the adequacy standards should be amended accordingly in some areas.

The Quebec tiered policing model could be an example for Ontario to consider. In Quebec, population thresholds determine one of six types of local service provided. Police forces activities are divided into four categories: policing, investigations, emergency measures, and support services. The complexity of these activities increases according to service level of the police body. The Sûreté du Québec provides higher level services to those offered by most municipal police forces, except Montreal.

OPP Specific Recommendations

In December 2012, the Auditor General of Ontario made a number of recommendations regarding the OPP based on a value-for-money audit of its operations. The report reiterated recommendations from previous audits to find greater efficiencies in 1998 and 2005. These included the need to:

- Update the staff deployment model to better balance workloads between detachments;
- Improve shift scheduling and overstaffing during slow periods;
- Assign more corporate service functions to civilians; and,
- Improve the management of overtime costs.

The 2012 Auditor General report highlighted that there was little public evidence of the OPP actively pursuing the issues over many years. A follow up report released by the Auditor General of Ontario in late 2014 noted there was some recent positive movement on earlier recommendations. However, it also highlighted that many changes could only be achieved with a renegotiated collective agreement (Auditor General 2014: 508).⁵⁸ Municipalities will be looking for such improvements in the current round of contract discussion which are being undertaken by the Provincial Government and the OPPA.

⁵⁸ Auditor General of Ontario. *2014 Annual Report of the Office of the Auditor General of Ontario*. Available at: http://www.auditor.on.ca/en/reports_en/en14/2014AR_en_web.pdf.

Theme 3: Performance

Statistics and Performance Measurement

As Goudge notes, “few police organizations publicly report trends in calls for service, and those that do rarely break calls down by incident type. Data quality and availability are limited in Canada.”⁵⁹

One of the greatest problems in fostering genuine innovation in the cost of policing is the lack of public data on impact and performance. Mandating data transparency would go a long way to diagnosing inefficiencies and ascertaining the costs and benefits of civilianization, privatization, alternative service delivery, technology, and organizational efficiencies.

Dr. Christian Leuprecht⁶⁰

Police leaders often cite unreported crime as a reason to not cut back on policing. Should all investments in policing, or other services for that matter, be done on an ‘intuitive’ basis? How can that be rationalized to taxpayers? The quality of crime statistics is also a significant issue. Just as we measure student achievements in the education system or hip operations performed in the healthcare system, so too should we better measure the inputs, outputs, and outcomes of the police system. Police services and officers should embrace better performance measurement practices of crime reporting, including measurements for broader safety and security outcomes.

Greater performance measurement will help to illustrate the value of police services. This includes the coordination of comparable information using standardized indicators. As Goudge notes, “there is a general lack of evaluation undertaken and made publicly available to determine whether police practices are effectively and efficiently meeting objectives.”⁶¹ For a service that is one of the most important public expenditures, this is astonishing. There are solid measurement/outcomes for many of the other municipal government services. The Province, no doubt would be concerned about health care expenditures if it were not able to report on the effectiveness of its cardiac, maternity, or cancer programs, for example.

⁵⁹ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 28.

⁶⁰ Leuprecht, Christian. “The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs”, MacDonald-Laurier Institute for Public Policy, 2004 at pp. 23.

⁶¹ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 62.

New public management reforms were adopted to varying degrees in Great Britain, Australia, the United States, and Canada up to the early 2000s. Their key goal was to modernize and improve the efficiency of the public sector. Among other things, it included a focus on performance measurement and management and public policy outcomes in particular. These are its two most enduring reforms of ongoing relevance to the public sector.

New public management very much seems to have passed by policing in Canada. The existing policing model remains largely unchanged over several decades. Perhaps it is because police have been spared budget cuts unlike other public services and public sectors. Where performance was measured in the past, it was largely an output (i.e. a vehicle dispatched, a suspect arrested) as opposed to an outcome (i.e. delivering public value through budgeting accountability, a safe society, etc.).

Police services have been organized for an older reality. The fundamental changes that have taken place in the safety and security landscape over the past few decades have not been reflected in police institutions. ...Police services must adapt if they are to improve the effectiveness and efficiency with which they deliver safety and security.⁶²

Justice Stephen T. Goudge, Q.C.

Performance measurement offers the profession of policing internal accountability structures to improve performance and encourage efficient and effective policing. This is in addition to merits it offers civilian led governance.

Uniform performance measurement needs to be adopted for all police services. Much clearer and consistent measures of policing and public security outcomes need to become normal operation. It will assist in directing resources to hot spot areas, emerging priorities, and provide services with a better way of assessing effectiveness. It will provide the public with a better understanding of policing efforts and how their tax dollars are benefiting the community.

Broad annual public reporting of policing activities and organizational performance should be required of all police services. This should include measurable performances and indicators consistent across all services and include reactive and proactive policing activities. Many exceptional examples of public reporting can be found worldwide. This includes the New South Wales Police Service in Australia. In particular, it is a very good model for the Ontario Provincial Police given the similar mandates and scope of

⁶² Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 151.

operations of both organizations. For comparison, here is the [2013-14 NSW Police Force Annual Report](#). The most recently published [OPP report](#) is from 2012.

For all of the merits such an approach might offer, it still needs to be recognized that there are some areas of performance not easily measured which still deliver important public service. We cannot lose sight of the fact that policing is delivered by humans to humans. Not every aspect of important police work is measureable.

Accountability issues continue to arise on several fronts. In terms of basic reporting, use of performance measures has been shown to be nascent, with inconsistent use of indicators across police services and use of indicators that focus more on inputs and outputs rather than performance and outcomes. There is also a general lack of publicly available evaluations on police initiatives, which, in addition to reducing the quality of performance reporting, limits the degree to which our police services can learn from the successful practices of others. **The lack of performance measures also inhibits review of the efficacy of police practices, as well as the assertion of democratic control and responsibility for them** *[emphasis added]*.⁶³

Justice Stephen T. Goudge, Q.C.

Financial management

Subdividing the responsibilities of the Chief of Police between operations and financial management may give greater opportunity for each role to be effectively fulfilled. In addition, multi-year budgeting would give long-term financial and strategic planning real meaning. Annual escalations could be dropped in favour of more predictable multi-year budgeting.

Enhance research function

Broaden the policing sector's research capacity to inform better internal decision making and the systemic decision making of the policing sector. Public research institutes can also assist police services and can offer additional independent capacity. The impartiality of this function is paramount.

Public confidence in policing is high but declining

The public perception of police performance is important and policing legitimacy is critical. This dates back to the founding Peelian principles, and includes the consent of the

⁶³ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 142.

people to be policed. A 2004 and 2009 General Social Survey by Statistics Canada survey indicated declines in six measures of confidence, but most notably in three. Those included declines in responses to “being approachable and easy to talk to, treating people fairly, and promptly responding to calls.”⁶⁴ Another Canadian poll conducted by Ipsos Reid compared 2003 to 2011 and noted that trust in several professions has fallen with the largest drop in public trust in police officers which is down 16%. This was from a high of 73% in 2003 falling to 57% in 2011.⁶⁵ Still, despite these declines, Canadian confidence in policing does compare very favourably to Great Britain and the United States.

⁶⁴ Ibid. pp. 65.

⁶⁵ Ibid. pp.66.

Theme 4 – Personnel

Greater specialization of personnel to match functions and civilianization

In the words of one presenter to the Task Force, why do we need a master mechanic to perform an oil change? More distinguished categories and types of officers and functions allows for greater specialization by function of officer. Greater specializations and pay structures can be used to target priorities and resources. In other words, a shift with less dependence on generalist officers and to one with more reliance on “accredited police specialists with the know-how to address new threats like cybercrime”.⁶⁶

“The future may also see police organizations relying less on generalist police officers, who remain necessary for first responder work, and more on accredited specialists with the knowledge and skills to both address new threats like cybercrime and effectively manage partnerships in the safety and security web.”⁶⁷

There is a growing ‘disconnect’ between the skills needed to perform critical information technology work and the skills required to be a police officer. This “is likely to shift the balance on the force away from sworn officers towards civilians”.⁶⁸ The principal benefit of civilianization is that it allows freed up officers to fulfill their primary functions, including publicly visible activities, while civilian employees fulfill other more specialised functions. Paying individuals for the specific functions they perform allows for the targeting of resources, functions and pay. It also distinguishes supporting processes, such as back office administration (i.e. IT, finance, clerical, human resources, dispatch), from public facing specialists services (i.e. Marine, firearms, community relations, traffic).

Civilianization might also include the transferring of specific functions to private security providers. In particular, this applies to court security and prisoner transportation services and many current “paid duty” functions, particularly in larger communities. Data entry, accident reporting, and forensics are all specific functions which may benefit from civilianization.

This is already an entrenched process. By-law enforcement officers are trained civilians. Similarly police dispatchers are also civilians and earn about 75 percent of a sworn officer’s salary.⁶⁹

⁶⁶ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. xxii.

⁶⁷ Ibid. pp. 142.

⁶⁸ Ibid. pp. 50.

⁶⁹ Leuprecht, Christian, “The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs”, MacDonald-Laurier Institute for Public Policy, 2014 at pp 14.

Dividing labour according to function has many possible benefits. Leuprecht points to a couple of examples that may be of benefit to Ontario. In Mesa, Arizona, civilian investigators have been given responsibility for all vehicle and residential burglary investigations (that are no longer in progress) since 2009. "Civilian investigators have substantially reduced the length of time it takes to respond to non-emergency calls."⁷⁰ They have more time available to spend with the victim.

In the United Kingdom, civilians can become known as community support officers who are dispatched to assist with suspect-less crime scenes, a detention officer, etc. The salary savings are in the range of 30-40 percent and public survey of police confidence has risen 13% over six years.⁷¹

"There is ample room for alternative service delivery in the form of community safety officers to deal with burglaries; special constables for routine court security and prisoner escort, court liaison, community outreach, media relations, etc."⁷²

We recognize that some change may seem herculean, but clearly, other jurisdictions have been motivated to look at service delivery from a broader lens while continuing to hold to public safety principles.

Flattened organisational structures

Movement through the ranks and pay scales should be adjusted, including lengthening the time it takes to progress through the ranks. It should mirror professions of similar stature. Currently it takes only four years to become a first class constable. To become a unionized electrician in Ontario takes a grade 12 education and a five-year apprenticeship. It takes 10-12 years for a public school teacher to reach the top of their pay grade. It generally takes upwards of fifteen years for a university lecturer with a Ph.D. to become a full professor.

Leuprecht notes the following: "Let new recruits earn their stripes. Vancouver and Winnipeg have established systems whereby new recruits are initially given less responsibility at less pay before eventually becoming full-fledged uniformed members. Since those members who accumulate complaints against their conduct tend to do so in the first few years of their service, such an approach has the benefit of effectively

⁷⁰ Leuprecht, Christian, "The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs", MacDonald-Laurier Institute for Public Policy, 2014 at pp 15.

⁷¹ Ibid. pp 15.

⁷² Ibid. pp 15.

extending the probationary period, thereby eliminating many of those whose disciplinary procedures end up consuming vast amounts of money while suspended with pay”.⁷³

Further, the RCMP has 13 ranks, the OPP 12 while the Surete du Quebec has 7. “That these hierarchical structures conflict with effective communication and decision-making is amply documented; and is the reason these structures are stubbornly difficult – but not impossible – to reform”.⁷⁴

Mental Health

Police have always borne the responsibility to respond to those suffering from mental health issues. As Goudge remarks, “on average 5% of police work involves individuals with mental illness”; however, this percentage varies by police service.⁷⁵ In Ontario, there is evidence that the number of incidents police are responding to is increasing. This is not necessarily a result of more individuals being afflicted with mental illness but a difference in treatment. Previously, the mentally ill were institutionalised. This form of treatment is no longer used as frequently.

Montreal Police Chief Marc Parent provides the following insights into the role mental health plays to the work of police in Montreal. He points out that 40% of Montreal’s homeless population have mental health problems, 31% of all missing persons have mental health problems, and that the police receive over 100 calls a day to respond to circumstances involving mental health.⁷⁶

While police have become the “informal first responders of the mental health system, they lack the support or necessary resources to effectively carry out this mandate”.⁷⁷ Such supports and the greater involvement of relevant agencies, in particular the Ministry of Health and Long-Term Care, must be a key element of any new model of policing.

Traumatic mental stress is a significant issue for officers themselves. The Province, police services, and municipalities are now coming together to discuss how to promote awareness and to share best practices on work-related traumatic mental stress. Many of

⁷³ Leuprecht, Christian. “Arresting runaway costs in Toronto Police Service”, *Toronto Star* (February 4, 2015). Available at: <http://www.thestar.com/opinion/commentary/2015/02/04/arresting-runaway-costs-in-toronto-police-service.html>.

⁷⁴ Leuprecht, Christian, “The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs”, MacDonald-Laurier Institute for Public Policy, 2014 at pp 26. Available online: http://www.macdonaldlaurier.ca/files/pdf/MLI_CostofPolicing_Final.pdf.

⁷⁵ Goudge, Stephen, et al. *Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models*. Council of Canadian Academies, 2014. pp. 32.

⁷⁶ Parent, Chief Marc. “Police Transformation and Sustainability” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

⁷⁷ Goudge, Stephen, et al. *Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models*. Council of Canadian Academies, 2014. pp. 32.

the police services' prevention programs are based on, or adopted from, the federal Department of National Defences' road to Mental Readiness Program. Prevention and integration back into the workforce are critical parts of the discussion.

Officer discipline and suspension with pay

There are several high profile examples of officers who've behaved very badly while off duty, but continue to collect annual salaries for many years while judicial appeals are exhausted. There is the case of the Toronto officer Richard Wills who collected five years of salary while exhausting legal appeals, despite a conviction for murdering his girlfriend. Another example is the Windsor officer found guilty of deceit and discreditable conduct for smuggling alcohol – she was paid \$372,991 over four years while the court case was completed. There is also the case of a Hamilton officer paid over \$300,000 over five years while facing charges related to his conduct towards other officers. Ontario's "Big 12" police services boards (excluding the OPP) report that between 2005 and 2009 they spent \$16.9 million on payroll for suspended officers.⁷⁸ This included 100 officers suspended for criminal offence charges while off duty. Far greater is the cost of lost public confidence, equity, and fairness.

The pre-eminent issue of concern is public trust in policing. There are sufficient examples in the public realm to illustrate the challenge of maintaining public trust under the existing suspension with pay provisions.

Public trust includes trust in how public dollars are used. Officers, as individuals, also rightfully demand public trust in policing and of their colleagues.

The ability of a Chief to maintain discipline within the police service is ill served by the status quo. Amendments to the *Police Services Act* that reflect the concerns raised by Police Chiefs and Police Service Boards are required. At the same time, we support a due and fair process for disciplining police officers.

Minimum educational requirements

A modernized policing model will necessitate officers with higher capacities, skills, and experience. Nearly 70% of a recent class of Toronto police recruits had a post-secondary education despite the minimum qualification being a high school degree.⁷⁹ Over 70% of

⁷⁸ The "Big 12" include the police services of: Durham, Halton, Hamilton, London, Niagara, Ottawa, Peel, Sudbury, Toronto, Waterloo, Windsor and York.

⁷⁹ Gillis, Wendy. "New Toronto police recruits include 3 PhDs and a pro volleyball player". *Toronto Star* (January 11, 2015). Available at:

http://www.thestar.com/news/crime/2015/01/11/new_toronto_police_recruits_include_3_phds_and_a_pro_volleyball_player.html.

all officers in the Vancouver Police Department have a Bachelor of Arts (or equivalent) degree.⁸⁰ Higher capacities and skills, as well as high compensation levels, suggest reconsidering education standards beyond the current minimum high-school requirement. Such qualifications could include specialised disciplines of relevance to the needs of police services or a general arts education. Certainly exceptions can be made for exceptional individuals, but base qualification should be enhanced to include post-secondary education.

Training, New Recruits

Police services should have formal input into the design of existing qualification programs offered at colleges and universities. Current programs offered through police foundations, law and security administration, or criminology are not evaluated against a set standard. A better integration of police training programs (mandatory) versus the offerings of the post-secondary sector (optional qualification) could yield better and possibly more efficient training. The Province of Quebec is a model for consideration. There, a dedicated three-year college diploma in policing is required, at the expense of the individual, prior to joining the police academy.

Some existing training requirements currently funded by the public could be shifted to the individual student/police recruit. This matches the requirements for the vast majority of professional occupations – doctors, lawyers, and public administrators pay for at least their first degree in the vast majority of cases. A similar approach was mentioned at the 2015 Federal Summit on Policing and Community Safety. Specifically, recognising cost pressures, the candidates become responsible for their own vocational training. In Medicine Hat, qualified candidates are selected from a pool and then hired versus the current practise of hiring and then training officers.⁸¹

A consolidation of the number of institutions which offer an integrated program is also a likely result of this approach.

Training, Ongoing

Greater use of consistent training standards across police services would facilitate greater use of shared training resources and shared functional opportunities.

College of Policing

⁸⁰ Palmer, Deputy Chief Adam, Vancouver Police Department. “Developing the Next Generation of Police Officers and Leaders” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 4, 2015.

⁸¹ Abela, Inspector Graham, Taber Police Service. “Approaches to the Police-Justice Interface” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

The establishment of a regulatory body for the policing profession could include the mandate to license, partially-govern, and regulate the professional practise of policing by individuals. (The establishment of this body should not be confused with the existing Ontario Police College.) Such a college could also manage professional development and investigate some forms of officer misconduct. The college could maintain pools of qualified applicants and develop standard promotion criteria across the province.

Change Management

Governments need to support the effective transition by police to new models. This includes the actions of the safety and security web and the provincial government regulating police as if they are part of the safety and security web and not as independent institutions. For example, Scotland has just undergone a massive transformation of its police service, while it included the merging of all services into one new national police service, the advice of the head of the Scottish police association on managing change was twofold. First, organizations must change along the way – you cannot wait until you have a complete plan in place. Second, all concerned actors must understand what needs to be done versus what has traditionally been done.⁸²

Linda Duxbury, a Professor at the Sprott School of Business at Carleton University, has also just completed research work on change and the forces of change. Her findings include the fact that not enough people cite police leaders as drivers of change. She also points to the role legislation has in driving change.⁸³

Tom Stamatakis is President of the Canadian Police Association. He said, “if we don’t collaborate, we’re going to be having this discussion for many years”. Police have been innovating and they have been doing a lot of things well. His criteria for change is simple: it should be thoughtful, it should be evidence-based, and it should be evaluated. If it doesn’t work, stop. He went on to add that there are “lots of opportunities for efficiencies within our sector, we need to talk about it”.⁸⁴

⁸² Steele, Calum. “Approaches to Policing and Community Safety” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

⁸³ Duxbury, Linda. “Police Transformation and Sustainability” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

⁸⁴ Stamatakis, Tom. “Future of Policing and Public Safety” 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 4, 2015.

For their part, police and other non-government actor can help initiate change by embracing three prominent themes that emerge for this assessment: adaptation, interdependence, and knowledge.⁸⁵

Justice Stephen T. Goudge, Q.C.

Summary

By undertaking this detailed review of policing, the Association of Municipalities of Ontario is seeking to inform the need for change and what some of it might be. Rising costs have been a key driver to get to this point. There is no shortage of numbers available to demonstrate the issue of cost. The key goal is to have outcomes and resources aligned in a manner that makes sense in our communities. We have been assisted in this task by much broader academic work and expertise.

To conclude, the purpose of this paper is not just to outline the economic problem, but to consider how the future might look. The recommendations contained in this report are a starting point.

⁸⁵ Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. pp. 152.

Resources Cited

Interviews

Thank you to the following participants and presenters for their contributions to the Task Force:

Ron Bain, *Executive Director, Ontario Association of Police Chiefs*

Cal Corley, *President, CorStrat Solutions*

Kevin Lee, *Senior Corporate Management and Policy Consultant, City of Toronto*

Christian Leuprecht, *Associate Dean, Royal Military College and Queen's University*

John Livingstone, *CEO, Commissionaires Hamilton*

Tom Prins, *President, Great Lakes Commissionaires*

Kent Roach, *Professor, University of Toronto Faculty of Law*

Ian Scott, *former Director of the Special Investigation Unit*

Publications

Auditor General of Ontario. 2012 Annual Report of the Office of the Auditor General of Ontario. Available at: http://www.auditor.on.ca/en/reports_en/en12/2012ar_en.pdf.

Auditor General of Ontario. 2014 Annual Report of the Office of the Auditor General of Ontario. Available at: http://www.auditor.on.ca/en/reports_en/en14/2014AR_en_web.pdf.

Canadian Armed Forces. "Military Police". Accessed March 12, 2015. Available at: <http://www.forces.ca/en/job/pdf/militarypolice-75>.

Detroit Police: <http://www.detroitmi.gov/Portals/0/docs/Police/Jobs/DPDRecruit%20Pay%20Flier%20Rev10302014.pdf>

Gillis, Wendy. "New Toronto police recruits include 3 PhDs and a pro volleyball player". *Toronto Star* (January 11, 2015). Available at: http://www.thestar.com/news/crime/2015/01/11/new_toronto_police_recruits_include_3_phds_and_a_pro_volleyball_player.html.

Goudge, Stephen, et al. Policing Canada in the 21st Century: New Policing for New Challenges/The expert Panel on the Future of Canadian Policing Models. Council of Canadian Academies, 2014. Available at: http://www.scienceadvice.ca/uploads/eng/assessments%20and%20publications%20and%20news%20releases/policing/policing_fullreporten.pdf.

Leuprecht, Christian. "Arresting runaway costs in Toronto Police Service", *Toronto Star* (February 4, 2015). Available at: <http://www.thestar.com/opinion/commentary/2015/02/04/arresting-runaway-costs-in-toronto-police-service.html>.

Leuprecht, Christian. "The Blue Line or the Bottom Line of Policing Services in Canada? Arresting Runaway Growth in Costs", MacDonald-Laurier Institute for Public Policy, 2014. Available online: http://www.macdonaldlaurier.ca/files/pdf/MLI_CostofPolicing_Final.pdf.

National Defence and the Canadian Armed Forces. "Honours and History". Accessed March 12, 2015. Available at: <http://www.forces.gc.ca/en/honours-history-fallen-canadians/index.page>

New York City Police Department. "Benefits and Salary Overview". Available at: <http://www.nypdrecruit.com/benefits-salary/overview>.

Officer Down Memorial Page, "Honouring Officers Killed in the Year 2014". Accessed March 12, 2015. Available at: <http://canada.odmp.org/year.php?year=2014&Submit=Go>.
Ontario Provincial Police. *2012 Annual Report* at pp. 7. Available at: <http://www.opp.ca/ecms/files/250258838.6.pdf>.

Ontario Provincial Police. *Understanding Ontario Provincial Police (OPP) Municipal Policing Costs 2013 Cost-Recovery Formula Update* at pp. 22. November 15, 2013. Available at: <http://www.opp.ca/ecms/files/277393041.4.pdf>.

Ruddell, Rick and Nicholas A. Jones. 2014. "The Economics of Canadian Policing: Five Years into the Great Recession." The Collaborative Centre for Justice and Safety. Available at: <http://www.publicsafety.gc.ca/lbrr/archives/cnmcs-plcng/cn80407908-eng.pdf>.

Statistics Canada. Annual Crime Severity Index. Available at: <http://www.statcan.gc.ca/daily-quotidien/140723/dq140723b-eng.htm>.

Toronto Police Service. "Salary, Benefits, Career Development". Available at: http://www.torontopolice.on.ca/careers/uni_benefits.php.

Waterloo Regional Police Service. "Employee Salary and Benefits". Available at: <http://www.wrps.on.ca/careers/constable-positions-1>.

Speeches and Presentations

Abela, Inspector Graham, Taber Police Service. "Approaches to the Police-Justice Interface" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

Clunis, Chief Devon, Winnipeg Police Service. "Smart Policing: Academic, Private Sector, and Police Partnerships." 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 3, 2015.

Biro, Fred, Peel Police Services Board. "Smart Policing: Academic, Private Sector, and Police Partnerships" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 3, 2015.

Griffiths, Curt. "Innovative Approaches to the Police-Justice Interface" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

Hawkes, Commissioner Vince, "Crime, Costs and Performance Measurement" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 3, 2015.

Hanson, Chief Rick. "Police Transformation and Sustainability", 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

Hoogenboom, Bob. "Strategic Approaches to Policing and Community Safety." 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

Moffat, Chief William. "Innovation in Remote, Northern, and Aboriginal Policing." Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

Naqvi, The Hon. Yasir, "Ministers' Address" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

Palmer, Deputy Chief Adam, Vancouver Police Department. "Developing the Next Generation of Police Officers and Leaders" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 4, 2015.

Parent, Chief Marc. "Police Transformation and Sustainability" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 2, 2015.

Prox, Ryan, Vancouver Police Department and Simon Fraser University "Smart Policing: Academic, Private Sector, and Police Partnerships" 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 3, 2015.

Weighill, Clive. "Future of Policing and Public Safety." 2015 Summit on the Economics of Policing and Community Safety, Ottawa, March 4, 2015.

Members of the Task Force

Roger Anderson

Roger Anderson is Durham Region's Regional Chair and CEO and a member of the AMO Board and a past president. He is the Chair of the Durham Regional Police Services Board. From 1978 to 1988, Mr. Anderson served as a constable on the Durham Regional Police Service.

Dave Canfield

Dave Canfield is the Mayor of Kenora, President of the Northwestern Ontario Municipal Association, and a member of the AMO Board. Dave has served on dozens of federal, provincial, and regional committees over his political career. He was the co-founder of a joint committee of First Nation Chiefs and Northwest Ontario Mayors working on issues of common interest.

Jim Collard

Jim Collard has been a Councillor for the Town of Niagara on the Lake for almost thirty years. He has been a member of AMO's Board of Directors for the past seven years and the Ontario Small Urban Municipal Caucus. Jim has also spent thirty-two years in teaching.

Ken East

Ken East is Chair of the Douro-Dummer Township Police Services Board in Peterborough County and the President of the Ontario Association of Police Services Boards. He is also Director for Zone 3 of the OAPSB, a zone which embraces much of Central Ontario from Cobourg to Collingwood including larger municipalities such as Durham, Peel, and Toronto.

Wendy Fedec

Wendy Fedec has held the position of Executive Director with the Ottawa Police Services Board since 1995. From 1996 to 2005, she also served as Executive Director for the Canadian Association of Police Boards (CAPB). Prior to that, she provided support to committees of Council for the former Regional Municipality of Ottawa-Carleton, where she served as Manager of Council and Committee Services.

David Henderson

David Henderson has been the Mayor of Brockville since 2006, and he is the Chair of the Brockville Police Services Board. Mayor Henderson has also served as a Director on the Chamber of Commerce Board of Directors for 11 years, and President for two years. From 1992 to 2010, Mr. Henderson was the President/Owner of Henderson Printing Inc.

Robin Jones

Robin Jones is the Mayor of Westport. Prior to entering political life, Mayor Jones had a 33 year career in policing, holding senior positions with the Waterloo Regional Police, the OPP and the Nishnawbe-Aski Police. In 2007, she was seconded to the Government of Ontario, Ministry of Community Safety and Correctional Services and was the Provincial Negotiator for First Nations Police Services throughout Ontario.

Peter Ketchum

Peter Ketchum, Reeve Township of The Archipelago, was first elected to Council in 1997, and has been Reeve since 2000. Additionally, he was appointed Vice Chair of Belvedere, Home for the Aged, in 2002. Prior to his political career, Reeve Ketchum was Vice President of Inglis, and he was later responsible at Whirlpool Europe for the development and implementation of a Pan European logistics computer system for the West European Countries.

Dorothy McDonald

Dorothy McDonald began her employment with the Halton Regional Police Services Board in 2000. Her responsibilities include overseeing the day-to-day operations of the Board's business; co-ordination of Board meetings; assisting with collective bargaining; conducting research and liaison between the Board and the Chief of Police. Before joining the Board, Dorothy spent 21 years in the Clerk's Department of the Town of Halton Hills.

Gary McNamara

Gary McNamara is the Mayor of Tecumseh and the President of AMO. Gary was first elected in 2004 as a Director for AMO's Small Urban Caucus and, in 2006 he was elected Chairman of Ontario Small Urban Municipalities. Gary also serves as Chair of AMO's Local Authority Services. Gary has been a member of the provincial government's Future of Policing Advisory Committee since its inception.

Alok Mukherjee

Dr. Alok Mukherjee has served as the full-time Chair of the Toronto Police Services Board since 2005. He is widely recognized for his work as a consultant, trainer, researcher, writer and public speaker on equity, human rights and organization change. He has also taught courses on South Asian cultures and languages at York University. As a community activist and volunteer, Dr. Mukherjee has played a leadership role in numerous organizations to promote equity and diversity.

Al Spacek – Task Force Chair

Al Spacek is the Mayor of Kapuskasing, the President of the Federation of Northern Ontario Municipalities, and a member of AMO's Executive Committee. Mayor Spacek is also Chairperson of the Kapuskasing Economic Development Corporation and Police Services Board.

Bill Vrebosh

Bill Vrebosh is the Mayor of East Ferris, the Zone 9 Representative for the Rural Ontario Municipal Association and a member of the AMO Board. In addition to serving as a municipal official for more than 40 years, Mayor Vrebosh was a high school music teacher for 30 years until his retirement. Mayor Vrebosh is a member of the East Ferris Planning Board, the Rural Ontario Municipal Association, and the East-Nipissing Parry Sound Mayors Ac