

***Check against delivery***

**Executive Symposium**

**The Economics of Policing: Ensuring a Sustainable Future II**

Canadian Police College, Ottawa, Ontario

June 28-29, 2012

**Remarks for Ross Landry, Minister of Justice**

Good morning/afternoon. Thank you for the invitation to attend the second executive symposium on a topic that is very important to me and to all of us – the economics of policing.

I had the pleasure of speaking at last year's symposium and I am very pleased to be here again this year.

As someone with 35 years of policing experience, and now as the Minister of Justice in Nova Scotia, I bring a particular viewpoint to policing issues. I am influenced not only by the training and discipline that goes with being a police officer, but also by my experience as an elected official serving during a time of fiscal restraint.

I hope that what I have to say today will capture both of those perspectives and cause some reflection and discussion.

I would first like to acknowledge the excellent work of our hosts for this event: the Canadian Police College, the Canadian Association of Chiefs of Police, and the Police Sector Council.

The list of participants is both an impressive and interesting blend of people from across Canada whose shared interest is the genuine enhancement of policing.

The dialogue we will have during this symposium is invaluable for our collective future and I sincerely thank these organizations for creating this opportunity.

To help frame my talk today, I offer an interesting quote from respected criminal justice scholar, David Bayley:

*...there is no evidence at all that variations in the number of police personnel are related to crime rates. Neither money nor bodies devoted to policing can be shown to have any effect on crime rates... There is no evidence, in other words, that police budgets achieve what the budgetary formula imply they should.*  
(Bayley, 1993, p. 3, emphasis added)<sup>1</sup>

Dr. Bayley made these comments nearly 20 years ago.

And yet, in 2012, we are still faced with a considerable challenge to earlier modes of thinking about police resources.

In keeping with the framework set by the organizers for this symposium, I'd like to structure today's remarks around the following topics:

- Progress to Date;
- Emerging Issues;
- Practices & Research; and, finally,
- Critical Success Factors.

Last year, I noted the changing mentality around solutions to the problem of crime. I also talked about the global recession, escalating costs for public services, and specific challenges relating to criminal activity, including guns, gangs, and the threat of terrorism.

These concerns are still very real.

In my corner of the world, we are also dealing with a structural deficit. My Government remains committed to bringing Nova Scotia "back to balance" through careful stewardship of the economy. We have made real progress but it has not been easy and policing is one of many critical public services whose costs continue to rise.

I believe that there has been progress over the last year ... in Nova Scotia and beyond.

---

<sup>1</sup> Bayley, David H. (1993). "Back from wonderland, or toward the rational use of police resources." In Anthony N. Doob (ed.). *Thinking about police resources*. Toronto: Centre of Criminology, University of Toronto. (Research report, no. 26).

We have made improvements in the work of the Criminal Intelligence Service of Nova Scotia (CISNS) as a partner within the national Criminal Intelligence Service of Canada. CISNS collaborates with local intelligence officers to close intelligence gaps across the province and deal with organized crime and emerging criminal trends.

As well, we continue to focus on crime prevention with a dedicated emphasis on addressing the root causes of crime. While enforcement and holding people accountable for their actions will always be a priority, we know that we cannot arrest our way into a crime-free society.

Nova Scotia has also introduced a Serious Incident Response Team (SIRT) whose mandate is to conduct independent investigations of police actions under the guidance of a civilian director. The unit was officially open for business in April and has already responded to several incidents.

However, even our best efforts cannot occur in isolation. Policing may be funded at municipal levels across Canada, but we must recognize that crime touches us at local, provincial, federal and international levels.

There must be an integrated approach to policing and public safety that coordinates all of these levels in a coherent manner.

Let's talk for a moment about what's happening in other provinces.

It is very encouraging to see what is happening in Ontario. Following the March police summit, was the creation of the *Future of Policing Steering Committee* that will be examining core services of policing in Ontario.

I believe the last such major undertaking in Ontario took place in May 1996 and led to significant advances in the development of adequacy and effectiveness standards.

Later today we will have the pleasure of hearing from Donald Drummond, an expert on global public policy and professor at Queen's University. His report is subtitled: "Public Services for Ontarians: A Path to Sustainability and Excellence." I agree with Mr. Drummond that policing is an essential service in support of public safety. I agree that sustainability can be combined with excellence. I also agree that alternative models of police service delivery must be considered to realize some relief from the rapidly growing costs associated with public policing.

I also note with interest and encouragement the streamlining initiatives being undertaken within the Toronto Police Service. By addressing organizational structure, human resources, business processes, and advocacy, the Toronto Police Services Board is well-positioned to facilitate meaningful change.

There's also Saskatchewan and the impressive and innovative work being done by Dale McFee, Chief of the Prince Albert Police Service, and his colleagues. Their HUB initiative, inspired by lessons learned from a similar initiative in Glasgow, Scotland, tells us that transformative change is possible with the right combination of brains, determination, clout and influence.

Chief McFee and his colleagues have been successful in making community safety a priority – one that has a social return on investment in that it results in increased community health and wellness. We could all learn from this public health care model and should consider its benefits as we think about ways to transform and re-invest in policing services.

Crime prevention becomes something that turns attention to issues around childhood literacy, youth violence, domestic violence, teen pregnancy, drug use, gangs, and other indicators. Fighting crime requires a host of services beyond the police ... and there are strong links between public safety and community wellness.

Indeed, in May of this year, my government collaborated with the Halifax Regional Police, the RCMP and the community to learn from the wisdom and experience of *CeaseFire* Chicago, a group that has reduced gun violence in Chicago and other cities through a violence interruption program based on a public health model.

This is but one of many initiatives we will pursue under our commitment to crime prevention.

On a national basis, it is worthwhile to showcase the important work done through the Police Sector Council in creating a national Policing Competency Framework.

The broad consultations conducted by the Council have resulted in tools and guidelines for a wide range of police personnel that will prove invaluable for ensuring consistency across Canada.

This is a prime example of the synergy that can occur when there is a national commitment to particular initiatives. We need to petition the Federal Government for sustained support for initiatives that would benefit from national action.

Momentum should be maintained through a commitment of the F-P-T Ministers of Justice and the upcoming National Summit on the Economics of Policing geared to fighting the root causes of crime.

The Minister of Corrections & Policing for Saskatchewan, Christine Tell, is also here today and both of us will be attending this Summit. Your views and perspectives will be valuable to the national table and you can be sure we will bring them forward.

I am also pleased to see that Associate Minister Fantino is in attendance and I'm sure he too will bring your views forward. Minister Fantino also has a unique perspective on policing issues, having formerly been a Chief of Police. I read his paper before coming here and I share his view that we must consider all of the options before us to police more effectively, but yet ensure optimum officer and public safety.

I would also be remiss if I did not congratulate Chief McFee on his move to the public service in Saskatchewan this coming September as the Deputy Minister of Corrections and Policing.

When people with experience like Chief McFee and Associate Minister Fantino move to the other side of the equation, it results in an invaluable exchange of ideas and perspectives, as well as a critical understanding of the issues at hand.

Finally, to close my section on progress, I must mention the unprecedented changes being proposed in the United Kingdom. I am very much looking forward to hearing from Nick Gargan this evening.

I certainly echo the overall suggestion that this "new landscape of policing" in the UK represents the most significant transformation since Sir Robert Peel founded the Scotland Yard and introduced his policing principles nearly 200 years ago.

I would now like to talk about four major issues that I feel are driving the present situation:

- Sustainability;
- Complexity;
- Accountability; and
- Interoperability

Each of these issues combines to accelerate the need for change within the current environment of Canadian policing.

The first issue I'll speak to is **sustainability**.

Many of you here today are committed to, and concerned about, the sustainability of the current model of policing in Canada. There has been a great deal written on this topic in many quarters and it would appear that the numbers speak for themselves.

Costs are escalating for the provision of existing services in a manner that is simply not sustainable.

There is shared commitment across Canada to move toward a sustainable model of policing.

We can see evidence of this commitment in the work of organizations like the Canadian Association of Police Boards, the Canadian Association of Chiefs of Police, and the Federation of Canadian Municipalities.

The efforts of these national organizations are reflected in similar initiatives at local and provincial levels.

All have been actively challenging their members and the public to think about how policing might be more effectively delivered across Canada.

Many of us are putting an increased focus on crime prevention, to balance our enforcement efforts. Again, I emphasize that we cannot arrest our way into a crime-free society.

I am very supportive of any efforts to prevent and reduce crime, but will these efforts alone be enough to sustain our current model of policing?

The answer to this question is not a simple one. It would likely be met with a resounding “no” from everyone in this room. But we all know that these decisions are not ours alone to make. We have to consider all levels of government, police agencies, citizens and advocacy groups.

Without question, this is an issue that warrants engagement and support from the Federal Government.

Through the RCMP, the federal government has a vital role to play in a range of areas, from National Police Services, through DNA testing, firearms, and intelligence-sharing among others.

**Complexity** is another key issue.

The issues of crime are complex. Future trends demanding attention relate to global demographics, technology, economics, the environment, geo-political concerns, and trade.

In April of this year, executives within my Department took part in a presentation on National Security Policy.

The speaker dealt with “closing the seams” to ensure adequate maritime security. These efforts involve close collaboration involving Transport Canada, RCMP, Canadian Coast Guard, Canada Border Services Agency, Canadian Security Intelligence Service, and Public Safety Canada.

The experts in this realm see a “coming marine century” that will have impacts on public security influenced by terrorism from the sea, piracy, trafficking, and organized crime.

The world is getting smaller, yet increasingly complex with overlapping boundaries and responsibilities.

Collaboration must be the watch-word on land and sea. Atlantic Canada, and the Territories, may become avenues for new forms of criminal activity that will require a coordinated response.

Let's move on to talk about the issue of **accountability**.

Policing in a democratic society is based upon a mandate that comes directly from the public.

Officers of the Crown operate with a considerable degree of independence and this is required for the delivery of impartial services removed from partisan interests or interference.

Police also carry an enormous responsibility that rests upon trust and, therefore, police services must demonstrate a high capacity for accountability.

Police leaders are held accountable for their actions, their operations and their strategies in order to justify the trust the public places in them.

Why is this important? Any review of existing police service delivery should NOT jeopardize the public interest in police accountability.

Finally, I would like to reflect on the issue of **interoperability**, or the ability for diverse systems to work together.

All police agencies have an ongoing interest and investment in shared systems and services. Indeed, modern policing relies heavily on such structures to function effectively in a networked and integrated world.

CPIC and other shared systems are part of the lifeblood of policing in Canada.

We have come to expect that police organizations will migrate to technologies that allow for seamless functions in areas of communications, intelligence-sharing, electronic file transfer and other operational and administrative areas.

But another form of interoperability is fast becoming a hallmark of the commonly accepted definition of policing. And that is the ability of public police agencies to work with private security organizations and others, to form public/private policing partnerships with mutual benefits.

Such blending is in evidence everywhere in Canada.

One need only look at the colleges and universities across the country where campus security officers provide services that link with the local police. It is evident where private security firms operate in shopping malls, housing complexes and other quasi-public spaces and often need to engage directly with the public police.

Given this shift, it is worthwhile to fully appreciate the importance of various committees established by the Canadian Association of Chiefs of Police and the Ontario Association of Chiefs of Police. The Canadian Association of Chiefs of Police has a Private Sector Liaison Committee and an Aviation Security Committee, while the Ontario Association of Chiefs of Police has a Corporate Security Liaison Committee.

These are possible avenues for exploring reasonable alternative service delivery measures.

The US Department of Justice's Office of Community Oriented Policing released a report in 2011 that highlights the need for public police and private security interoperability:

*The combination of increased demands and stagnant or declining local law enforcement resources makes it clear that, now more than ever, law enforcement agencies must pursue all reasonable avenues for collaboration with private security<sup>2</sup>.*

While many voices call for "doing more with less," public safety carries certain obligations that make this motto somewhat difficult to achieve.

While, the blending of public and private services is still being debated and considered in terms of appropriateness and effectiveness, I suggest we view it as but one example of an approach that will allow us to do things differently and use our available resources in creative, and still effective, ways.

I've talked about progress to date and emerging issues. I'd now like to move on to another important area of discussion – **practices and research**.

In this context, I would like to applaud the extremely valuable research that regularly flows from Chief Commissioner Gargan's National Policing Improvement Agency.

Canadians also benefit from the evidence-based research produced by such British public policy think-tanks as *Demos* and the *Policy Exchange*.

---

<sup>2</sup>*The impact of the economic downturn on American police agencies: a report of the U.S. Department of Justice Office of Community Oriented Policing (the COPS Office)*. Washington, D.C.: U.S. Department of Justice Office of Community Oriented Policing, October 2011.

Many of the reports in the field of criminal justice constitute a clear challenge to the *status quo* in policing. If we want to avoid becoming complacent, it is essential that we listen to, and learn from, these voices across a wide spectrum of thought.

Current circumstances require broad thinking. The public expects thoughtful action. To quote from one recent Policy Exchange report:

*Future funding of the police should not repeat the pattern of the last decade – national resources should be directed at investments that maximize operational outcomes, build capacity and leverage assets like technology and intelligence, not funding that inflates numbers or artificially drives up recruitment. Every member of the police workforce should regard themselves as servants of the public whose role demands that they address concerns, respond to complaints, and treat law-abiding residents as customers of policing services who should never leave dissatisfied<sup>3</sup>.*

I have already mentioned work done by Prince Albert Police Chief Dale McFee. This represents a fine blending of research and practice in Canada.

In the U.K., there is evidence of real support for serious and sound research which can result in the kind of innovation that can lead to good practice for other police jurisdictions.

The US Department of Justice frequently collaborates with the Police Executive Research Forum (PERF) on innovative research projects and initiatives.

We must, therefore, pose the question: Is Canada keeping pace with the level of federal commitment found in the United States and the United Kingdom when it comes to a national policing research strategy?

Certainly, it is valuable to consider the economics of policing from a position well-grounded in academic theory.

Indeed, this kind of collaboration is part of the equation that will help us answer a provocative question posted by Professor Michael Kempa, University of Ottawa:

*How best can we network security professionals and other agencies to achieve meaningful community safety<sup>4</sup>?*

---

<sup>3</sup> Boyd, Edward, Rory Geohagen, and Blair Gibbs (2011). *Cost of the cops: manpower and deployment in policing*. London: Policy Exchange.

<sup>4</sup> Kempa, Michael (2011). *Policing in a political economic transition: destabilization, collapse and reinvention*. Ottawa: University of Ottawa, Department of Criminology. (Unpublished paper).

Many of you are familiar with the fine work coming out the Program in Criminal Justice Policy and Management at the Harvard Kennedy School of Government. Christopher Stone and Jeremy Travis have contributed some important 'perspectives on policing' and speak eloquently about the emergence of a "new professionalism in policing" that holds considerable promise

*Across the United States, police organizations are striving for a new professionalism. Their leaders are committing themselves to stricter accountability for both their effectiveness and their conduct while they seek to increase their legitimacy in the eyes of those they police and to encourage continuous innovation in police practices. The traffic in these ideas, policies and practices is now so vigorous across the nation that it suggests a fourth element of this new professionalism: its national coherence.*

I agree with Stone and Travis that this "new professionalism" could have considerable benefit to the public. I also agree with their perception that police work itself will become more stimulating for police themselves with a stronger emphasis on learning, innovation, ethics and professional mobility.

The final topic I would like to reflect on is **critical success factors**.

I first ask all of you to think about what you consider the critical success factors of this journey to be?

We have talked about progress in Canada and beyond ... we have talked about the complex and very real issues impacting the current and future models of policing. Is change really possible?

We also have to consider the unfolding events in Greece and the European community. They leave a cloud of uncertainty around globalized economies and world financial markets.

We are increasingly coming to an understanding of the interconnectedness of our governmental and business systems as this fiscal situation wears on.

Any innovation in this context is not easy and success is not guaranteed.

But that does not mean we sit back and do nothing. The challenges we are facing in policing will only continue to get more difficult.

We must move toward establishing measures and quality assurance mechanisms for what we want to see accomplished in terms of the delivery of effective and efficient policing services.

Evidence-based research is fundamental to this task and there is ample documentation to support those things that we know work in policing.

Extensive studies conducted by academic researchers like Dr. David Weisburd demonstrate that ‘hot spots’ policing, problem-solving, and directed patrols are effective in addressing crime and disorder issues.

We need to collaborate to conduct properly designed practical research in areas of shared concern and replicate what appears to be good practice from other jurisdictions.

This, again, represents an area where the Federal Government may serve as a “force multiplier” for the Canadian policing community.

Certainly, modern policing may be viewed as a business. Yet it is a business with a special public, one might even suggest noble, purpose.

We know the trust, legitimacy and value of our services rests upon public acceptance.

We know from the work that many of you here today are doing that it’s important to rethink the existing police paradigm and look for new models of service delivery.

We agreed during last year’s executive symposium that there needs to be a centre of gravity for policing policy research to provide a coherent national response. That belief still stands.

We will not be successful in our mission if there are not explicit and clear measures for the work that we undertake to introduce alternative service delivery models.

I want to leave you today with the words of Bob Lunney, an elder statesman in Canadian policing:

*“We are in the early days of a social revolution driven by information technology and moving at unprecedented speed. The old command and control strategies of police management will not be adequate to withstand the buffeting of these far-reaching developments. There is a real need to examine the tight web of structure and policy binding police services to the past and inhibiting change... The one thing that has not changed, and never will, is the need for inspired leadership, motivated and committed to the betterment of policing in a free society.”<sup>5</sup> (p. 310)*

There are extraordinary challenges facing the future of policing. There are challenges facing everyone in this audience with respect to their individual role.

There is much that is undecided and unknown.

---

<sup>5</sup> Lunney, Robert F. (2012). *Parting shots: my passion for policing*. Toronto: Robert Lunney Associates.

But in my view, there is one thing that is crystal clear ... we have the collective leadership capacity to develop the "new landscape of policing." We have the intellectual and organizational clout to work toward building a new model of policing that will sustain community well-being.

Thank you for your attention today.