



Nova Scotia Department of Justice

Comprehensive Nova Scotia Policing Review

Final Report

June 2025

Disclaimer

This document has been prepared solely for the Department of Justice, Government of Nova Scotia (herein referred to as 'DOJ').

In preparing the content, Deloitte has relied upon materials obtained from DOJ, System Partners and in the public domain (the "data and Information"), discussions with policing specialists in global jurisdictions of interest ("jurisdictional interviews") and a public survey, focus groups and interviews to a total of 7,000+ Nova Scotians engaged (the "engagement").

Within the context of this document, "Provincial Police Service" refers to either the RCMP, or establishment of a Provincial Police Service, or both.

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Observations are made on the basis of economic, competitive and general business conditions prevailing as at the date hereof. In the analyses, we have made assumptions with respect to the operating performance, general business, and economic conditions and other matters, many of which are beyond our control, including government and regulation.

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List of acronyms

Term	Definition				
AI	Artificial Intelligence	HRP	Halifax Regional Police	PRIME	Police Records Information Management Environment
AOP	Additional Officer Program	IDENT	Identification	PROS	Police Reporting and Occurrence System
APD	Amherst Police Department	IES	Integrated Emergency Services	PSP	Public Safety Portal
ARPS	Annapolis Royal Police Service	IPTA	Involuntary Psychiatric Treatment Act	PSSD	Public Safety and Security Division from DOJ
BC	British Columbia	JEIN	Justice Enterprise Information Network	RCMP	Royal Canadian Mounted Police
BPS	Bridgewater Police Service	K-9	Canine Unit	RMS	Records Management System
CAD	Computer Aided Dispatch	KPS	Kentville Police Service	SCEU	Street Crime Enforcement Unit
CAO	Chief Administrative Officer	LECA	Law Enforcement Complaints Agency	SiRT	Serious Incident Response Team
CCGs	Community Consultative Groups	LOE	Letter of Expectation	SOP	Standard Operating Procedure(s)
CBRPS	Cape Breton Regional Police Service	MCC	Mass Casualty Commission	SPS	Stellarton Police Service
CISNS	Criminal Intelligence Service Nova Scotia	MHMCT	Mental Health Mobile Crisis Team	SPVM	Service de Police de la Ville de Montréal
CO	Commanding Officer	MOU	Memorandum of Understanding	SQ	Sûreté du Québec
CPIC	Canadian Police Information Centre	MPSA	Municipal Police Service Agreement	TPS	Truro Police Service
CQA	Community Quadripartite Agreement	MYFP	Multi Year Financial Plan	WPS	Westville Police Service
CRCC	Civilian Review Complaints Commission	NB	New Brunswick	RACI	Responsible, Accountable, Consult, Inform
CSO	Community Safety Officer(s)	NGRP	New Glasgow Regional Police		
CTA	Community Tripartite Agreement	NS	Nova Scotia		
DANCOS	District Advisory Non-Commissioned Officers	NSAPG	Nova Scotia Association of Police Governance		
DHW	Department of Health & Wellness	NSEMO	Nova Scotia Emergency Management Office		
DOJ	Department of Justice	OAMH	Office of Addictions and Mental Health		
DOSD	Department of Opportunities & Social Development	OCC	Operations Communications Centre		
ED&I	Equity, Diversity and Inclusion	OPCC	Office of the Police Complaints Commissioner		
ERT	Emergency Response Team	OPP	Ontario Provincial Police		
FAQ	Frequently Asked Questions	PRB	Police Review Board		
FNIPP	First Nations and Inuit Policing Program	PFM	(The Alberta) Police Funding Model		
FTE	Full-Time Employees	PIP	Police Information Portal		
GNS	Government of Nova Scotia	PPS	Public Prosecution Service		
HRM	Halifax Regional Municipality	PPSA	Provincial Police Service Agreement		
		PRB	Police Review Board		



Executive summary

The impact of a new police model in Nova Scotia

The Comprehensive Policing Review explores leading practices in Canadian and global jurisdictions, assesses the current state of policing in Nova Scotia and provides policing model options and model-agnostic foundational changes to improve policing services in the province. Please note, this is the Final Comprehensive Nova Scotia Policing Review report, additional materials prepared for in the development of this report are considered confidential due to Public Safety.

Reason

As further documented in the [Turning the Tide Together: Final Report of the Mass Casualty Commission](#) (Final Report of the Mass Casualty Commission) and previous studies in Nova Scotia, **policing is changing rapidly with new forms of crime, advanced technologies and shifting expectations from Nova Scotians that police services foster and safeguard community safety and instill principles of interoperability and continuous learning***. Officers are increasingly being asked to conduct tasks beyond the traditional responsibilities of police including responding to increasingly high levels of wellness calls, supporting emergency services as climate change impacts weather patterns and proactive policing of emerging types of crime with new technologies and methods. Policing in Nova Scotia is not meeting the pace of change required, as evidenced by examples such as siloed ways of working amongst policing services, oversight bodies and associated provincial departments; a lack of specialized capabilities within the province; disjointed technical architecture; and the mixed satisfaction of current state policing amongst communities engaged.

Impact

The Department of Justice (DOJ) has been on a journey to improve policing in the province with a significant degree of change in recent months including (but not limited to): the release of updated provincial policing standards; the establishment of the police audit process; and the tracking of Wortley recommendations to remove street checks. The Mass Casualty Commission has also drawn attention to further recommendations to improve the safety of Nova Scotians, many of which are being implemented. These advancements have allowed for systems-level change to be considered, in which a **transformed policing model in Nova Scotia will help enable a safe and secure province that is agile and resilient in the face of significant change**. This review considers and leverages previous work conducted but intentionally **looks ahead to improve the impact and future of policing**.

Risk

- Without change to how policing services are provided in Nova Scotia, the following risks may be realized:**
- Potentially reduced public safety in Nova Scotia due to increased pressures on the current model or relying on MOUs that cannot meet the operational needs of multiple large-scale events.
 - Information gaps for proactive and responsive policing due to antiquated technical architecture and inefficiencies that can be solved with technology and AI.
 - Unnecessary costs incurred for the province and municipalities due to a lack of pay-for-services agreements and duplication of efforts.
 - Inability to meet the needs of communities due to capacity, affordability and silos of policing and government services.
 - Limited oversight due to siloed complaints structures and a lack of protection for visibly diverse officers.

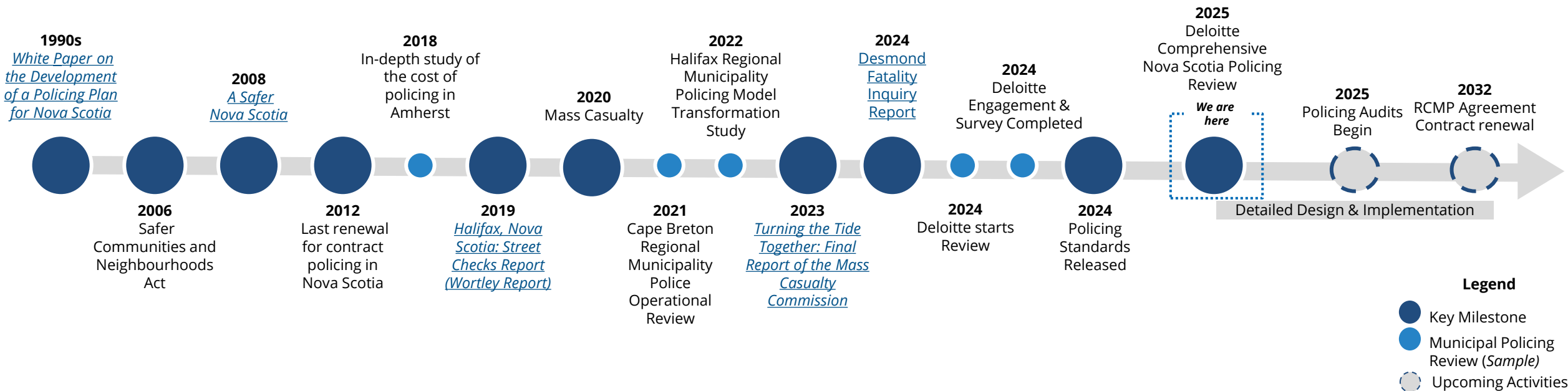
*[*Final Report of the Mass Casualty Commission, Volume 5, Policing](#)*

Background and context | The impetus for change

The Department of Justice has, in recent years, implemented a significant degree of change including but not limited to the removal of street checks, implementation of revised *NS Policing Standards* and the establishment of the police audit process. Similarly, the Government of Nova Scotia, the RCMP and policing services have begun implementing recommendations from the Turning the Tide Together: Final Report of the Mass Casualty Commission. **This Comprehensive Policing Review was developed to look forward and continue the systems-level pace of change to improve policing services in Nova Scotia.**

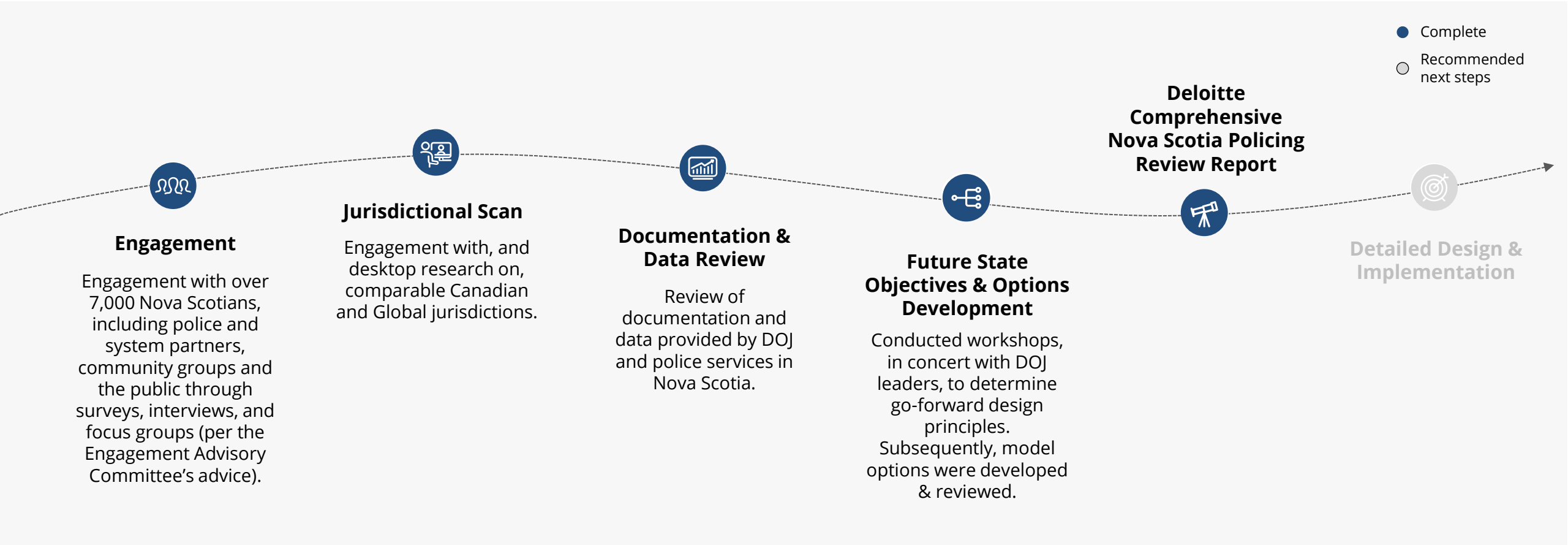
The mass casualty of 2020 was not only a historic event with a legacy of trauma for Nova Scotians, but Canadians at large, resulting in a loud call for change and action. In addition to the mass casualty, there has been a growing recognition by the Department of Justice (DOJ), the public and system partners that policing needs to be reformed within the province to drive appropriate public safety and meet the needs of the community, resulting in multiple surveys, studies and reviews since the 1990s. This report intentionally considers and/or leverages the recommendations by the Mass Casualty Commission and the intensive work and consultation to define them. The reports that came before this and extensive mixed-method research and engagement were utilized to design model options for the future of policing in Nova Scotia. This report focuses on moving forward with a new operating model to improve the impact of policing services for all Nova Scotians.

The high-level trajectory of key milestones for policing in Nova Scotia demonstrate the impetus and appetite for systems-level change to improve policing services:



Approach to the Comprehensive Nova Scotia Policing Review


Below provides a high-level summary to our approach.



Key themes and sample insights from engagement


Over 7,000 Nova Scotians were engaged over the course of this work, via interviews, workshops and an on-line survey.

Overall, people shared that there was a need for....


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Increased police presence and participation in community events for relationship-building.
- 

Integrated response to mental health calls.
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Enhanced interoperability and streamlined data and information sharing amongst police services.
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Increased training, including cultural awareness/competency, and diversity within the police workforce.
- 

Enhanced intake, triage, and transparency of complaints.
- 

Enhanced clarity on the role and responsibility of police.

The following is a sample of key insights across each group:

System Partners	Community Groups	The Public
<ul style="list-style-type: none">• There is an appetite across RCMP and municipal police services for a single, centralized Records Management System (RMS) to improve real time interoperability.• Many system partners note the need for improved training and onboarding for all officers interacting with historically marginalized communities.	<ul style="list-style-type: none">• African Nova Scotian and Indigenous communities highlighted the need for police services to address systemic issues and work toward building trust and inclusivity.• The majority of focus group participants called for cultural competency training for police officers to enhance understanding and respect for diverse communities.	<ul style="list-style-type: none">• Respondents call for more foot and bicycle patrols in high-crime areas and during peak times to encourage crime prevention.• Respondents from urban centers called for specialized units within police services to address mental health related calls.

Jurisdictional Scan Summary

Many jurisdictions across Canada and internationally have initiated reviews of their policing operating models and/or legislation due to local and sector-wide pressures to modernize, integrate and streamline the role of police in today's communities. The jurisdictional scan explored related policing operating models, trends and innovations in comparable jurisdictions across Canada and around the world relevant to Nova Scotia.

Approach:

An informational review, open-source research and semi-structured interviews were conducted to capture innovative strategies and lessons learned across Canada and globally. The research was grounded in a proven operating model framework to assess trends and group findings thematically to inform future recommendations.

Findings of note:

Integrated Mental Health Crisis Response Teams RCMP detachments in Alberta and Saskatchewan pair together mental health professionals and front-line officers to provide mindful responses to wellness crises.	Indigenous Reconciliation Advanced through Police Reform Police reform can be a mechanism for advancing reconciliation, with British Columbia engaging early with Indigenous communities, while both Saskatchewan and Manitoba are exploring First Nations policing models.	Addressing Resourcing Issues with Educational Incentives The Service de Police de la Ville de Montréal (SPVM) provides reimbursement for the full cost of police training for graduates of the École Nationale de Police du Québec for a commitment to serve with the SPVM over 5 years.	Police Act Updates The province of Saskatchewan introduced <i>An Act to Amend the Police Act, 1990</i> in 2022, which allows the Corrections, Policing, and Public Safety Minister greater direct authority in day-to-day municipal police agency operations and gave the province more flexibility to designate police services.	Tiered Policing There is a rising trend to employ an independent police service to supplement RCMP in rural and remote communities (e.g., Saskatchewan Marshals Service and Alberta Sheriffs).
A Variety of Service Agreements PPSAs and MPSAs are not the only contractual arrangements available for provinces to shape service agreements, with British Columbia also using Municipal Police Unit Agreements and establishing the Tsawwassen Quadripartite Agreement.	A Shift towards Community-Oriented Policing Across Canadian and international policing, there is a greater emphasis on community-oriented policing models, from Manitoba empowering Community Safety Officers to the Australian Capital Territory (ACT) Police's community-focused policing model.	More Equitable Funding Models Alberta has introduced a funding model that requires urban municipalities with population more than 5,000 and all rural municipalities to pay a portion of provincial policing costs. This regulation increases provincial police funding, equity, and accountability between smaller and larger contracting municipalities.	Unified RMS Systems All police services in British Columbia operate on PRIME. This has contributed to faster response times, a higher degree of integration among police services, and has improved the culture of information sharing across the province.	Top-down and Bottom-up Reform Operating model transitions in both the United Kingdom and Finland reveal the importance of considering how the local level will be impacted even with more centralized police structures.

Current State Summary: Key challenges and opportunities

This summary outlines key challenges that are driving opportunities for improvement to Nova Scotia’s policing model.

KEY CHALLENGES



Increasing Cost of Policing

Policing operating costs continue to rise, exacerbated by inflation, a rapidly growing population to serve and the modernization of crime, which is particularly burdensome for rural areas with smaller tax bases.



Community Expectations of Police Visibility & Associated Budget Impacts

There is high demand for police visibility locally and is a challenge due to cost, expansive geographic areas, and constrained resources given vacancies. Municipalities are often unable to adjust budgets within the requested timeline, without impacting other critical municipal programming.



Funding Model Flexibility

With community needs and expectation of the role of police evolving, funding models for police services have not adapted to reflect the changing complexity of day-to-day policing and associated costs.



Outdated Technology & Data Management Practices

Aging and duplicative dispatch and RMS systems are hampering consistency and integration of police services and limiting data management practices.



Evolution of Scope for Police Services and Definition of ‘Core Policing’

Police-work is evolving, and crime is getting more complex. Day-to-day policing has expanded to include responding to mental health and addictions calls for service, pulling officers away from core and proactive policing.

OPPORTUNITIES FOR IMPROVEMENT



Consider Other Policing Models

Consider other policing models that enhance service delivery, public safety, interoperability and reduces duplication.



Embrace Layered Policing

Extend, introduce and mandate layered policing positions to supplement core police officers (e.g., community safety officers, Sheriffs, etc.)



Enhance Technology Use & Centralize Key Enabling Technology

Move towards unified RMS and Dispatch technologies across agencies for better consistency, reporting, and information sharing across jurisdictions.



Expand Training Integration & Facilities

Develop joint training programs across all agencies and expand training facility capacities for integrated in-service training.



Formalize Service Sharing Agreements

Transition from informal to formal agreements (MOUs) for clearer policing service delivery of shared services.



Introduce Data Management Standards

Introduce data management standards for all police agencies, including guidelines on data retention, storage, and usage.

ADDITIONAL ENABLING CONSIDERATIONS



Leverage Policing Standards for Accountability

Revise the provincial policing standards to help ensure consistent service levels across communities and hold agencies accountable.



Redesign the Police Funding Model

Regardless of the future policing model, amendments to the police funding model are recommended to enable cost effectiveness for municipalities and to increase model flexibility.



Review the *Police Act* for Enabling Amendments

Review the Nova Scotia *Police Act* to clarify policing responsibilities to enhance public safety, including relevant changes to enhance governance and oversight body independence.

Current State Summary: Personnel, population served and geographic coverage

The data below highlights the significant variation of numbers of sworn police officers by both population and geography. Data was collected via interview and/or submission. Data has been confirmed by all police leaders.

Comparison of personnel and sworn officers across population and geographic coverage						
Policing Service	Number of Personnel*	Number of FTE Sworn Officers	Population Served**	Geographic Area (sq km)	FTE Sworn Officers per Population	FTE Sworn Officers per sq km
Amherst Police Department	47	27	9,700	12	0.0028	2.2500
Annapolis Royal Police Service	11	4.5	530	2	0.0085	2.2500
Bridgewater Police Service	41	24	8,800	14	0.0027	1.7143
Cape Breton Regional Police Service	268	200	105,000	2,500	0.0019	0.0800
Halifax Regional Police Service	779	565	439,900	5,475	0.0013	0.1032
Kentville Police Service	22	19	6,630	17	0.0029	1.1176
New Glasgow Regional Police Service	46	33	12,500	10	0.0026	3.3000
Stellarton Police Service	16	15	4,000	9	0.0038	1.6667
Truro Police Service	51	35	13,000	38	0.0027	0.9211
Westville Police Service	9	6	3,500	14	0.0017	0.4286
RCMP "H" Division	1,447	960	476,100	47,193	0.0020	0.0203
Total	2,737	1,888.5	***			
Provincial Average (Weighted)					0.0030	1.2590

*Note: Personnel numbers include sworn officers, civilian staff, administrative staff, etc.
** Note: All population statistics were sourced from data from the 2021 Census of Canada and rounded to the closest one hundred.
***Note: Due to some overlapping jurisdictions, the sum of the population served would exceed the population of Nova Scotia in 2021.

The operating model options were developed with six design principles in mind

The following design principles were leveraged to guide the development of the foundational changes and operating model options.

Context

The following six design principles were leveraged to help shape and inform the development of the foundational changes and operating model options.

These principles were informed by prior reviews and leading approaches in policing and provide a framework for designing effective and efficient operating models options that advance appropriate public safety and align with the goals, needs, and priorities of system partners and the citizens of Nova Scotia.

Alignment to design principles is identified across each operating model option in the subsequent sections.

Overview of design principles



Interoperability | Promotes the ability of police services to effectively communicate, share information, and collaborate with each other at a local, regional, provincial, federal level. It aims to break down the barriers and silos that may exist between different police services, enabling them to work together efficiently and enhance public safety.



Equitable Access | Promotes the ability for all Nova Scotians to have equitable access to policing services and receive a consistent level of service delivery.



Service Optimization | Promotes the optimization of resources, processes, and technology within police services for improved service delivery. This includes enhancements to public facing services, ensuring more efficient, effective, and user-friendly experiences for the public.



Operational Effectiveness | Promotes the optimization of resources, collaboration, investments in training and technology, and performance measurement to maximize the effectiveness and efficiency of police operations.



Community & Officer Informed | Promotes the importance of actively involving both the community and police officers in decision-making processes, policies, and practices. It recognizes that effective policing requires collaboration, transparency, and mutual understanding between law enforcement services and the communities they serve.



Officer Safety & Wellbeing | Promotes the physical, mental, and emotional health of police officers, enabling career fulfillment and supporting overall quality of life.

N.B. Design principles are listed in no specific order or prioritization.

Foundational changes to improve policing in Nova Scotia

To improve policing services in Nova Scotia, DOJ can implement the following foundational changes.

The following changes are considered foundational to improving policing services in Nova Scotia, irrespective of the preferred policing option. These changes are considered essential to laying the groundwork for the successful implementation of a new police operating model.



Standardize technology and information sharing

It is pertinent for public safety that police services transition to a single RMS and that standardized practices are implemented provincially for the use of technology and exchange of information across policing services, at minimum.



Ensure appropriate police staffing across Nova Scotia

Explore solutions to enhance visibility and community engagement through appropriate staffing of police resources across the province.



Adopt layered policing to support community policing initiatives

Layered policing integrates sworn police officers with other service providers with differentiated authorities, such as Community Safety Officers, civilianization of administrative roles, etc. Jurisdictions are adopting layered policing to build and maintain relationships with community, provide operational support to community policing initiatives, generate cost efficiencies, and mitigate recruitment and retention challenges faced by sworn officers.



Revamp police oversight systems for greater community involvement

It is critical that communities continue to be involved and have oversight of their policing services. A model that enables strong community involvement and enables effective collection and resolution of concerns and issues needs to be developed and implemented.



Add to, and strengthen policing standards

Augment and add new provincial policing standards to improve service delivery consistency across the province.



Explore alternative funding/billing models for municipalities policed by RCMP

Consider alternative funding models that better meet the needs of the province and ensures fairness in resource allocation across communities. E.g., Alberta, Québec, etc.

Overview of police model options

The Executive Summary outlines the systems-level police model options grounded in leading practices and is reflective of public and system partner priorities. Subsequent slides include a summary of model-agnostic foundational changes and high-level visual representation of each operating model with further details within the body of the report.

Based on extensive engagement with system partners, the public, community groups and comparable jurisdictions, findings from the current state analysis and leading industry practices, **three police operating model options have been identified** for DOJ to accelerate their efforts to improve policing services in Nova Scotia. In addition, foundational changes were identified, in ‘Enhanced Integration of Policing Services’, that can be implemented to improve current state policing services, irrespective of the preferred police model. Based on the analysis in this report, and other supporting work products, option 1 is the recommended option.

1A1B

Provincial Policing Services

One Provincial policing agency (RCMP or net new) responsible for policing service delivery elevated standards and centralized back-office and governance.

• Recommended Option, starting with the expansion of the RCMP and then subsequently deciding if a net new Police Service is optimal.

2

Regionalized Policing Services

Regional police services provide both core and specialized services without a provincial police.

3

Hybrid Model of Police Services

Consolidation of smaller municipal police services and RCMP detachments that are in close proximity to expand regional service capacity and response.

0

Enhanced Integration of Policing Services

Enhanced integration and interoperability of existing policing agencies, services and processes through the implementation of the foundational changes.

Foundational changes serve as a baseline to improve policing services. They have been integrated across each police model option within this Report.

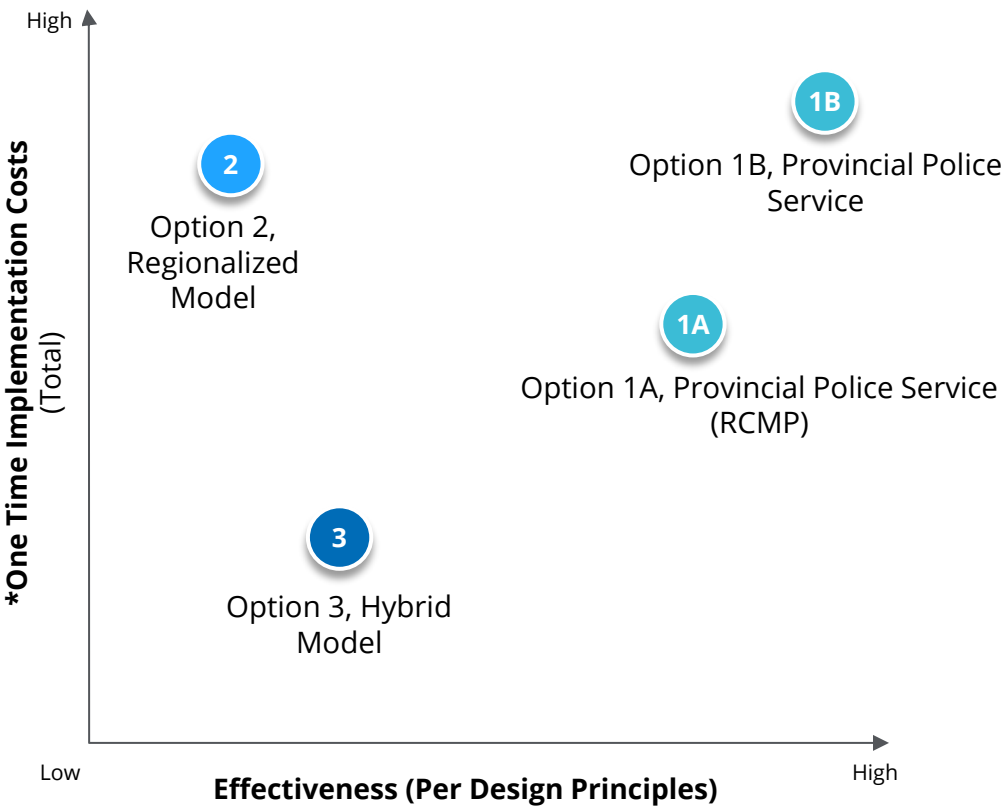
Overview of the high-level, relative comparison of the policing model options

The policing model options were compared based on their alignment to the six design principles, estimated operating costs and implementation cost considerations.

	1 Provincial Policing Services	2 Regionalized Policing Services	3 Hybrid Model of Police Services	0 Enhanced Integration of Policing Services
Overall alignment to the design principles	High – One provincial police service will lead consistent and standardized operations (including specialized services), technology, and data capabilities with two regional services. Centralized oversight of services and resources will optimize police visibility and deployment flexibility across the province.	Minimal – Regional oversight of services, with surge capacity and planning for critical response being coordinated across services. While services may be equitable and optimized at a regional level, there will be less consistency province-wide.	Minimal to Moderate – Consolidation of smaller policing services creates additional change in consistency of services and resource allocation flexibility. Investments in a provincial RMS and call centre will heighten operational awareness and information sharing. Layered policing advances community needs.	Minimal - Policing services remain relatively status quo, with small, incremental progress in integrating teams and building operational, technology and data capabilities, mainly through foundational changes.
Implementation cost considerations	Medium cost – Mid-range implementation costs to centralize oversight, leadership, visibility and back-office while maintaining local and regional representation. The purchase and implementation of policing technologies can create efficiencies for officers (e.g., traffic cameras, GenAI automation). Recommended Option, starting with the expansion of the RCMP and then subsequently deciding if a net new Police Service is optimal.	High cost - Extensive costs to replace the provincial police will include the purchase of infrastructure, equipment and fleet in addition to building capability through the recruitment and upskilling of personnel and/or lateral entry of officers, particularly for specialized services, and the need to establish an integrated critical response.	Low to Medium cost – Additional implementation costs will be incurred as back-office operations are centralized, such as a single RMS and call center with regional dispatch. Consolidation of smaller services will reduce executive salaries and duplication of efforts, but savings will be limited.	Low cost - Key costs will be the implementation of foundational changes and additional integrations, particularly training and integrated units. This model will be the least costly to implement due to the scale of change.

Option Comparison: Magnitude of Effectiveness to one-time implementation costs

One-time implementation costs for each police operating model range in magnitude of costs and effectiveness are estimated below. Given the clear difference in effectiveness, per design principles, option 1, inclusive of the enhanced integration of policing services contained in option 0 are recommended.



Key Insights

- The **Provincial Police Service Models** (Option 1A & 1B, RCMP or other) are best aligned to Design Principles, and are thus the recommended option.
- The **Provincial Police Service, RCMP** (Option 1A) model will incur fewer costs and risks due to agreements with Public Safety Canada. The **provincial police service, other** (Option 1B) will potentially provide the Province with increased oversight and decision-making opportunities.
- The **Regionalized Model** (Option 2) will have the highest infrastructure and technologies costs and high training and recruitment costs across the regions. It also is lower in alignment to Design Principles due to reduced interoperability and potential for specialized capability gaps.
- The **Hybrid Model** (Option 3) will have the fewest costs but will also be the least effective of the models and drive the least amount of change.

***Key Cost Categories:** Implementation Services, Human Resources, Training, Professional Services, Comms & Public Engagement, Information, Technology & Cybersecurity, Armory, Fleet & Equipment Capital, Facilities & Infrastructure, Risk based Contingency.



1

Introduction and approach



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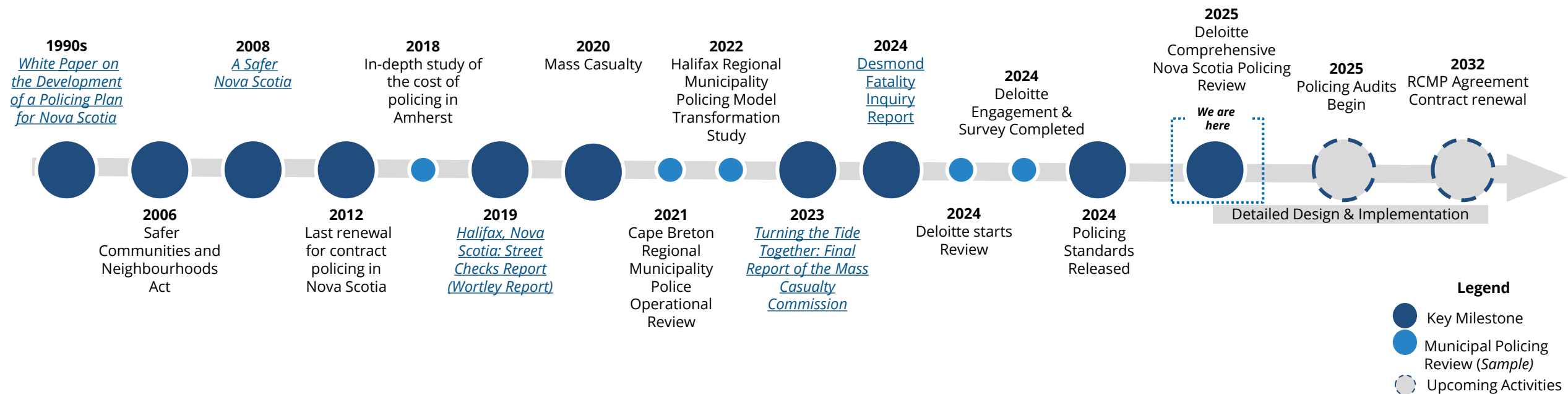
Background and context

Background and context | The impetus for change

The Department of Justice has, in recent years, implemented a significant degree of change including but not limited to the removal of street checks, implementation of revised *NS Policing Standards* and the establishment of the police audit process. Similarly, the Government of Nova Scotia, the RCMP and policing services have begun implementing recommendations from the Turning the Tide Together: Final Report of the Mass Casualty Commission. **This comprehensive policing review was developed to look forward and continue the systems-level pace of change to improve policing services in Nova Scotia.**

The mass casualty of 2020 was not only a historic event with a legacy of trauma for Nova Scotians, but Canadians at large, resulting in a loud call for change and action. In addition to the mass casualty, there has been a growing recognition by the Department of Justice (DOJ), the public and system partners that policing needs to be reformed within the province to drive appropriate public safety and meet the needs of the community, resulting in multiple surveys, studies and reviews since the 1990s. This report intentionally considers and/or leverages the recommendations by the Mass Casualty Commission and the intensive work and consultation to define them, the reports that came before this and extensive mixed-method research and engagement to design model options for the future of policing in Nova Scotia. This report focuses on moving forward with a new operating model to improve the impact of policing services for all Nova Scotians.

The high-level trajectory of key milestones for policing in Nova Scotia demonstrate the impetus and appetite for systems-level change to improve policing services:



Background and context | Provincial change drivers

The following sample of change drivers have created pressures and/or influenced the need to conduct a review of policing services in Nova Scotia to improve services in the future. A change driver is an event or factor that initiates or accelerates the process of change within policing services in the province.

Change Driver	Description
Turning the Tide Together, 2020 <i>(Final Report of the Mass Casualty Commission)</i>	Following the mass casualty of 22 Nova Scotians in April 2020, the families of victims and members of the public called for an inquiry which led to subsequent recommendations on how to improve policing in Nova Scotia. The Mass Casualty Commission (MCC) conducted comprehensive research and engagement with a variety of community groups and representatives across the province to develop a series of recommendations, which DOJ, the RCMP and police services across the province are in the process of implementing.
Overrepresentation of African Nova Scotian in police street checks within the Halifax Regional Municipality, 2019 <i>(The Halifax, Nova Scotia: Street Checks Report- "Wortley Report")</i>	The Wortley Report, released in 2019, examined the relationship between race and street checks in Halifax Regional Municipality and stated that Black people, including African Nova Scotians, were grossly over-represented in police street check statistics. Recommendations from the Wortley report, namely those that highlighted the need to increase transparency, accountability and to improve police-community relations, provided insight into the barriers being experienced by many Nova Scotians and opportunities to mend community relationships. On September 7, 2024, the NS RCMP apologized for the historic use of street checks and other harmful interactions. On November 29, 2019, the HRP apologized for street checks and historical mistreatment.
Upcoming Senior Officer retirements	There are several senior and leadership positions amongst the police services that are of the age to retire over the next few years. With a culture of informal and relationship-driven ways of working in the province, particularly at Executive levels, it will be critical to address interoperability to continue collaborating and leverage the opportunity of a new policing model to advance a culture shift that prioritizes equitable services across Nova Scotia.
Rapid Population Growth	Nova Scotia has experienced a notable population growth since 2015 largely due to immigration and interprovincial migration, significantly outpacing the national average. The policing model will need to be flexible to accommodate for population growth through the number of officers (improved recruitment and retention, additional investment) and agile in meeting the shifting needs of the public as communities grow.
Release of revised NS Policing Standards	The DOJ has advanced several policing initiatives to accompany police service delivery reform in Nova Scotia; this includes the September 2024 release of the <i>NS Policing Standards</i> which defines base level service delivery standards across the province. This also includes the establishment of the Public Safety Audit Unit to measure all police services against the standards and to help ensure public safety.

Background and context | Macro change drivers

A sample of macro-level change drivers, that are influencing the need for change in the way policing services are delivered, are summarized below. A change driver is an event or factor that initiates or accelerates the process of change within policing services in the province.

Change Driver	Description
Increasing volumes of mental health calls and demand on police to respond to social issues	There is growing demand and expectation on police to respond to complex social issues including but not limited to homelessness, mental health and wellness calls. In many instances, the police are called to support as there are insufficient alternatives, creating a strain on police capacity for “core police services”.
Shifting perceptions and expectations of policing services	Public perceptions of police is heavily influenced by crises, events and misconduct reporting in the media. The murder of George Floyd in 2020 in the United States created an abrupt shift in public opinion of police in North America, their role in the community as well as perceptions of public safety. With greater strain on the relationship between the public and police, there have been an increasing number of inquiries on the use of public funds for policing services.
Sworn officer recruitment and retention barriers and challenges	Over the course of this review, many barriers and challenges to recruitment and retention of sworn officers were identified, including but not limited to: able bodied requirements creating barriers for persons with disabilities; unpaid cadet training creating barriers with those of lower socio-economic means; biases and tokenism creating barriers for diverse candidates, cadets and officers; and a public perception of the culture of policing with media attention on misconduct cases affecting recruitment. Chronic under-resourcing of police agencies and detachments has caused significant officer burnout and barriers to retention.
Release of <i>NS Policing Standards</i>	The DOJ has advanced several policing initiatives to drive police service delivery reform in Nova Scotia; this includes the September 2024 release of the <i>NS Policing Standards</i> which defines base level service delivery standards across the province. This also includes the establishment of the Public Safety Audit Unit to measure all police services against the standards and to help ensure public safety.

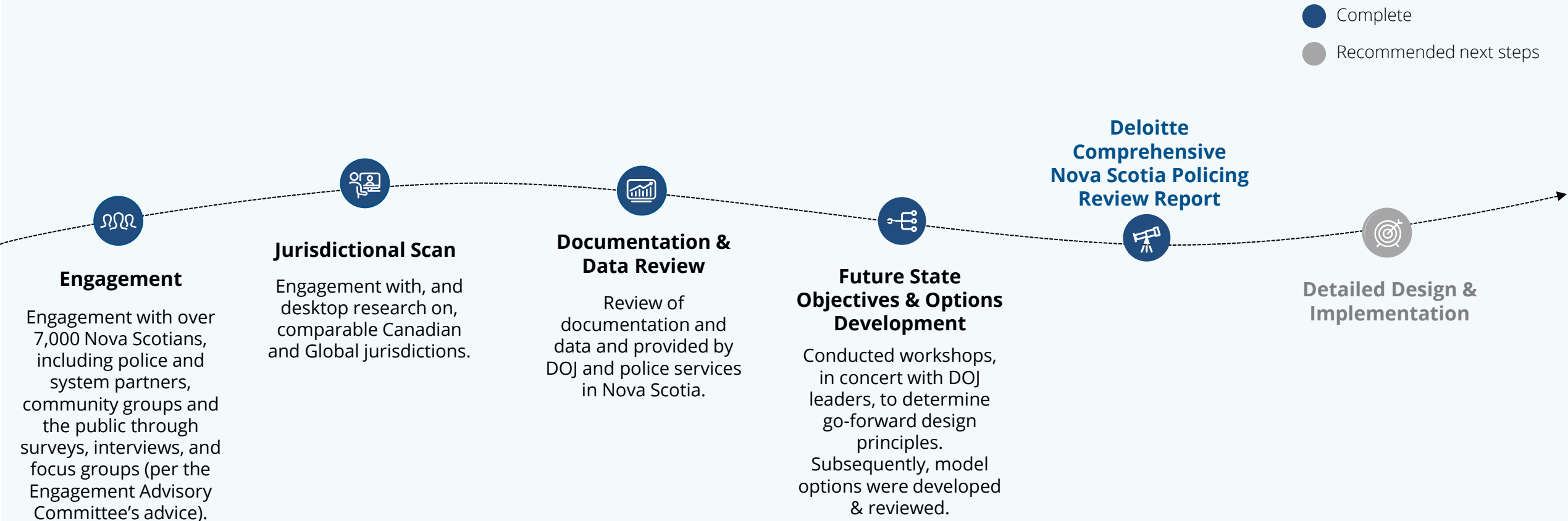


1.2

Approach and methodology

Approach to the Comprehensive Nova Scotia Policing Review

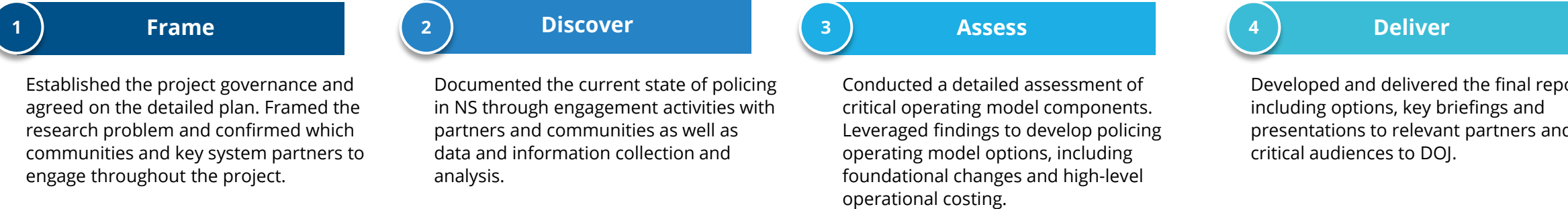
Below provides a high-level summary to our approach.



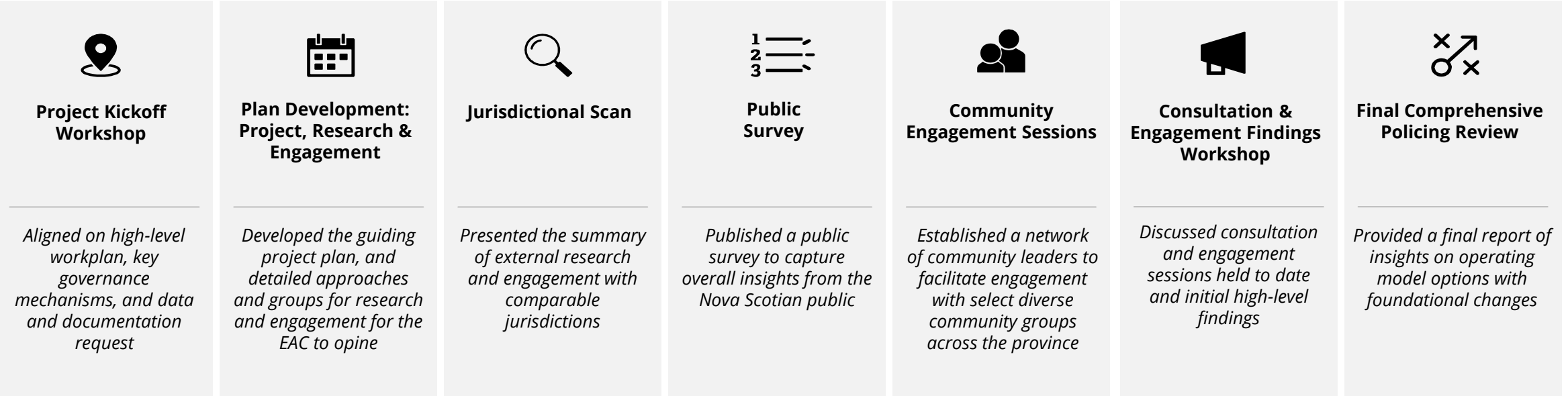
Approach and methodology | Project approach

The Comprehensive Policing Review followed the approach outlined below to develop an understanding of the current state of policing in Nova Scotia and deliver preliminary opportunities and operating model options to improve policing services.

The Nova Scotia Comprehensive Policing Review was conducted across four phases:



High-level milestones:



Approach and methodology | Project methodology

The methodology for the Comprehensive Nova Scotia Policing Review includes engagement with police system partners, community groups and the public through surveys, interviews, and focus groups, as well as a jurisdictional scan, a documentation and data review, site visits and record management system demonstrations.

1

Engagement

To gather perspectives on policing in Nova Scotia:

- Issued a public survey which generated responses from over 6,700 Nova Scotians.
- Recruited a network of 33 trusted community and organizational leaders to be facilitators and engage their respective communities. The facilitators represented 16 organizations and conducted a total of 35 engagement sessions with over 240 participants across the province.
- Engaged over 150 policing system partners, including leadership, frontline officers, and civilian staff from municipal police services and RCMP H Division, Government of Nova Scotia departments (e.g., Department of Opportunities & Social Development, Emergency Management Office, etc.), and Municipal and Town CAOs.
- Issued a survey to Municipal and Town CAOs which generated 37 responses.
- Issued a survey to Municipal Boards of Police Commissioners and Police Advisory Boards which generated 26 responses.

2

Jurisdictional Scan

- Engaged with representatives from British Columbia, Alberta, Saskatchewan, Manitoba, Québec and Ontario to discuss and identify leading practices, trends, and insights nationally.
- Engaged with representatives from Deloitte's global policing and public safety network in Finland, United Kingdom, Australia and Ireland to discuss and identify emerging trends and lessons learned.
- Conducted desktop research on the selected national and global jurisdictions.

3

Documentation & Data Review

- Conducted a review of police service documentation and data pertaining to calls for service, operating expenses, police board reports, organizational structure, personnel and sworn officers, and professional conduct and complaints.
- Police service profiles were developed based on engagement, and data and documentation provided by police services. Profiles were subsequently validated with all police services.
- Reviewed internal current state documentation (e.g., annual reports, annual budgets, governance documents, *NS Policing Standards*, *NS Police Act*, service agreements, etc.).
- Conducted external scanning and desk-top research to identify policing and public safety trends and use cases across other jurisdictions.

4

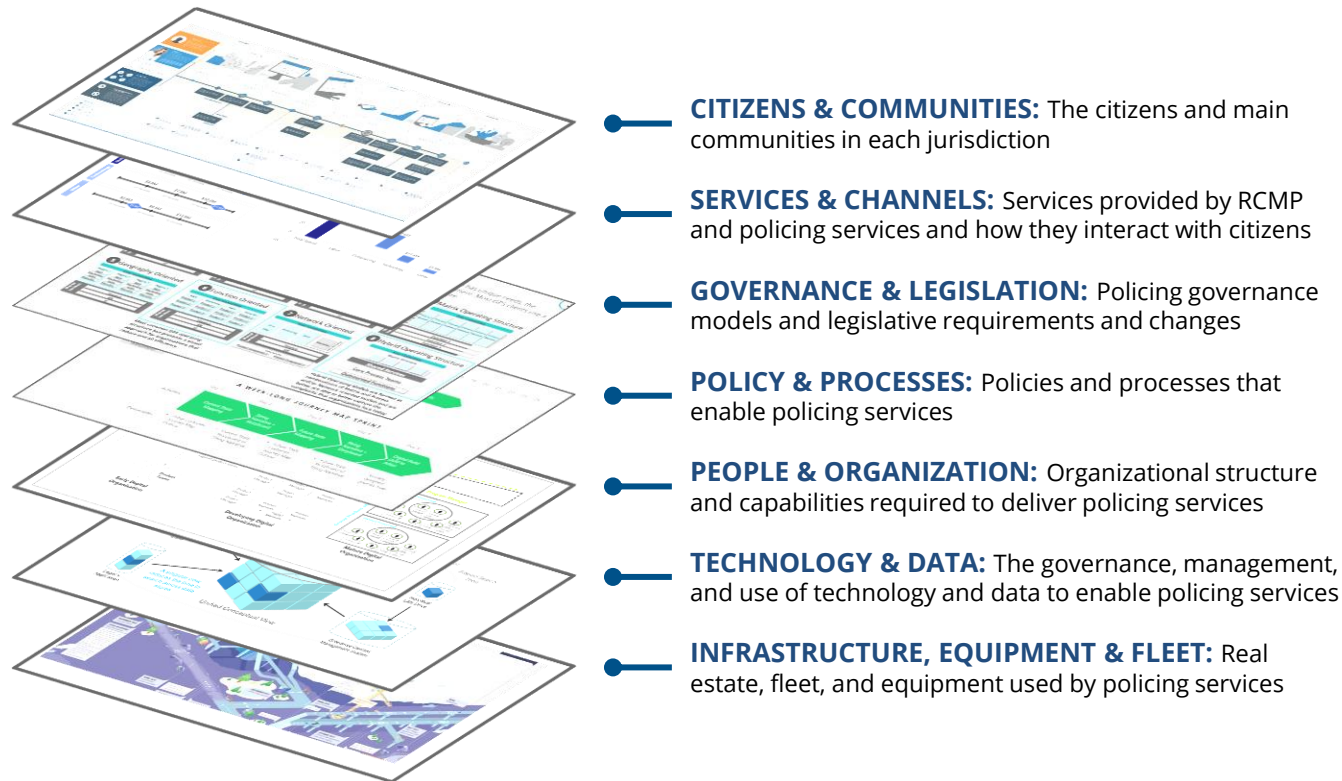
Site Visits & Demonstrations

- Conducted site visits and walkthroughs of the following facilities:
 - RCMP H Division Operations Communications Centre
 - RCMP H Division Digital Forensics Services
 - RCMP H Division training facility
 - Halifax Integrated Emergency Services
 - Nova Scotia Emergency Management Coordination Centre
- Record management system demonstrations were facilitated by RCMP H Division and Halifax Regional Police Service on PROS and Versadex, respectively.

The dedication from police system partners, community groups, and the public in facilitating engagement, sharing of documents, site visit planning, and system walkthroughs demonstrates the commitment for, and importance of the Comprehensive Nova Scotia Policing Review.

Approach and methodology | Policing operating model framework

The operating model framework defines 7 key layers of a policing operating model. These layers have been used in a structured manner to frame current state analysis and the development of the policing model options and foundational changes.



When developing policing model options for DOJ, the operating model components of the policing environment were taken into consideration holistically to understand the interconnection of public safety and policing services. This approach allowed for the exploration of potential impacts that changes may have on operations, organizational culture, governance, and citizens.



2

Engagement overview

Seven thousand (7,000)+ Nova Scotians engaged

Throughout this engagement, over 7,000 Nova Scotian's were engaged virtually and in-person, across the province to share their perspectives on the state of policing.

6,700+

Public survey responses

The public survey was released to the Nova Scotian public from July 10th – July 31st 2024 to determine effectiveness, satisfaction and areas for improvement for policing across Nova Scotia. The public was asked to reflect on overall perspectives of safety, presence of officers in the community, what good policing looks like and more.

240+

Community participants

Community engagement was conducted through a network of trusted community leaders throughout August and September 2024 with 16 community organizations over 35 sessions with over 240 participants across the province.

Engagement methods included:

- One-on-one interviews
- Focus group discussions
- Written Submissions

150+

System partners

Over 150 system partners have been engaged through the following methods to share perspectives and insights relating to policing services in the province. This includes Municipal Police Chiefs, Deputy Chiefs and RCMP H Division Leadership, Frontline officers, departments with the Government of Nova Scotia e.g., Emergency Management Office and the Office of Equity & Anti-Racism Initiatives, CAOs from Municipalities and Towns, Municipal Police Boards and Police Advisory Boards and more.

Engagement methods included:

- One-on-one interviews and focus group discussions
- Surveys to CAOs and Municipal Police Boards and Police Advisory Boards
- Virtual demonstrations of RMS solutions
- Site visits



The Comprehensive Policing Review acknowledges the contribution of the 33 community leaders who volunteered their time and spaces to conduct community engagement and capture perspectives on policing on behalf of this review.



2.1

Research & Key Findings

Key themes and sample insights from engagement

Overall, people shared that there was a need for....

- 

Increased police presence and participation in community events for relationship-building.
- 

Integrated response to mental health calls.
- 

Enhanced interoperability and streamlined data and information sharing amongst police services.
- 

Increased training, including cultural awareness, and diversity within the police workforce.
- 

Enhanced intake, triage, and transparency of complaints.
- 

Enhanced clarity on the role and responsibility of police.

The following is a sample of key insights across each group:

System Partners	Community Groups	The Public
<ul style="list-style-type: none">• There is an appetite across RCMP and municipal police services for a single, centralized RMS.• Many system partners note the need for improved training and onboarding for all officers interacting with historically marginalized communities.	<ul style="list-style-type: none">• African Nova Scotian and Indigenous communities highlighted the need for police services to address systemic issues and work toward building trust and inclusivity.• The majority of focus group participants called for cultural competency training for police officers to enhance understanding and respect for diverse communities.	<ul style="list-style-type: none">• Respondents call for more foot and bicycle patrols in high-crime areas and during peak times to encourage crime prevention.• Respondents from urban centers called for specialized units within police services to address mental health related calls.

System partner engagement and virtual demonstrations of RMS systems

Engagement with system partners involved interviews, focus groups, group discussions, virtual and in-person demonstrations, site visits, and document review and analysis.

Key Themes:

- There is a desire for a single province-wide records management system. There are currently three different records management systems in use by police across Nova Scotia, creating barriers to information sharing.
- Community needs are changing, and police services emphasized that they are responding to more and more non-criminal calls for service often related to wellness, mental health, and addictions.
- System partners emphasized that it is important for police to build strong connections in communities, and suggested improved training and onboarding for officers, especially those working with historically marginalized communities.
- It was noted that vacancies, and difficulties in recruiting and retaining police, can affect the ability of police to properly respond to the needs of communities.
- Partners and the public described confusion and ambiguity in regard to the processes of complaints against police.
- System partners described the increasing cost of policing as a barrier, particularly in rural communities.



2.2 Jurisdictional Scan Summary

Jurisdictional Scan Summary

Many jurisdictions across Canada and internationally have initiated reviews of their policing operating models and/or legislation due to local and sector-wide pressures to modernize, integrate and streamline the role of police in today's communities. This jurisdictional scan explores related policing operating models, trends and innovations in comparable jurisdictions across Canada and around the world relevant to Nova Scotia.

Approach:

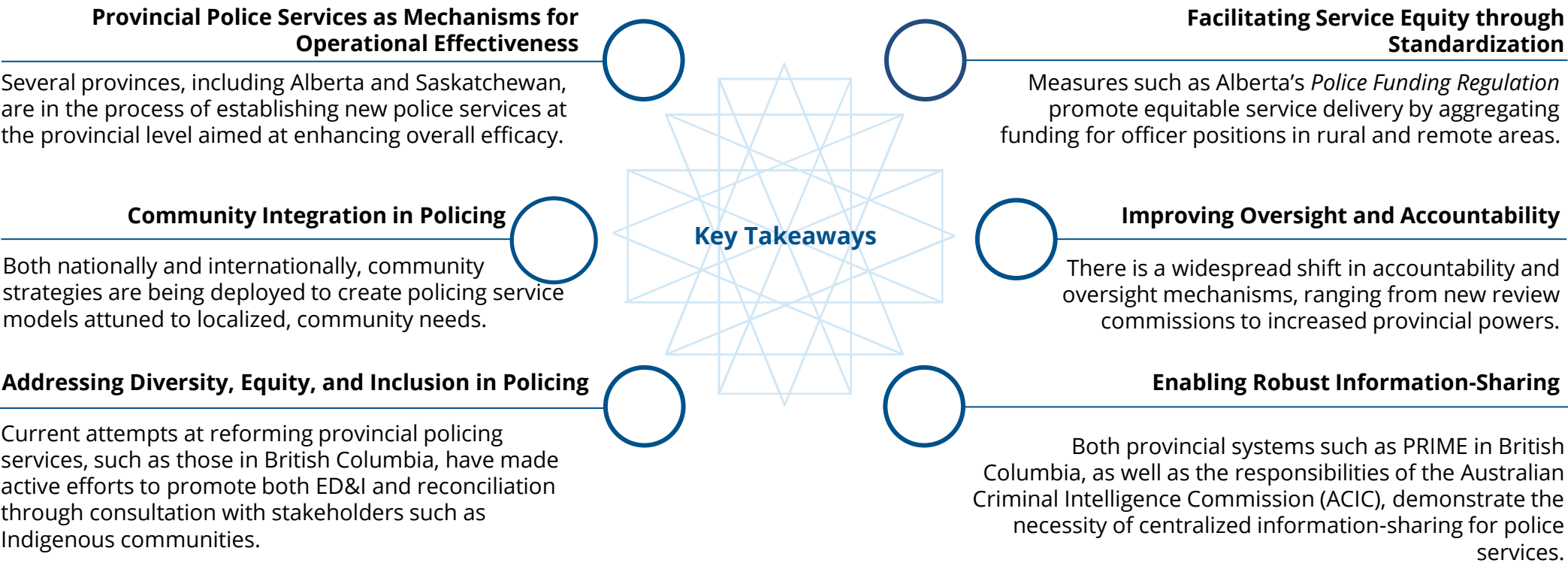
An informational review, open-source research and semi-structured interviews were conducted to capture innovative strategies and lessons learned across Canada and globally. The research was grounded in a proven operating model framework to assess trends and group findings thematically to inform future recommendations.

Findings of note:

Integrated Mental Health Crisis Response Teams RCMP detachments in Alberta and Saskatchewan pair together mental health professionals and front-line officers to provide mindful responses to wellness crises.	Indigenous Reconciliation Advanced through Police Reform Police reform can be a mechanism for advancing reconciliation, with British Columbia engaging early with Indigenous communities, while both Saskatchewan and Manitoba are exploring First Nations policing models.	Addressing Resourcing Issues with Educational Incentives The Service de Police de la Ville de Montréal (SPVM) provides reimbursement for the full cost of police training for graduates of the École Nationale de Police du Québec for a commitment to serve with the SPVM over 5 years.	Police Act Updates The province of Saskatchewan introduced <i>An Act to Amend the Police Act, 1990</i> in 2022, which allows the Corrections, Policing, and Public Safety Minister greater direct authority in day-to-day municipal police agency operations and gave the province more flexibility to designate police services.	Tiered Policing There is a rising trend to employ an independent police service to supplement RCMP in rural and remote communities (e.g., Saskatchewan Marshals Service and Alberta Sheriffs).
A Variety of Service Agreements PPSAs and MPSAs are not the only contractual arrangements available for provinces to shape service agreements, with British Columbia also using Municipal Police Unit Agreements and establishing the Tsawwassen Quadripartite Agreement.	A Shift towards Community-Oriented Policing Across Canadian and international policing, there is a greater emphasis on community-oriented policing models, from Manitoba empowering Community Safety Officers to the Australian Capital Territory (ACT) Police's community-focused policing model.	More Equitable Funding Models Alberta has introduced a funding model that requires urban municipalities with populations less than 5,000 and all rural municipalities to pay a portion of provincial policing costs. This regulation increases provincial police funding, equity, and accountability between smaller and larger contracting municipalities.	Unified RMS Systems All police services in British Columbia operate on PRIME. This has contributed to faster response times, a higher degree of integration among police services, and has improved the culture of information sharing across the province.	Top-down and Bottom-up Reform Operating model transitions in both the United Kingdom and Finland reveal the importance of considering how the local level will be impacted even with more centralized police structures.

Jurisdictional Scan Key Takeaways

The jurisdictional scan reveals several significant key takeaways to be leveraged in the policing review, including those related to operational effectiveness, interoperability, and service equity as central to the province of Nova Scotia’s decision criteria.





2.3 Current State Summary

Nova Scotia’s policing environment

Policing in Nova Scotia is delivered by a multi-jurisdictional network of police agencies and public safety partners. There are over ~2,500 personnel dedicated to delivering over ~\$400M worth of policing services to Nova Scotians each year.

Overview of Policing in Nova Scotia

Policing in Nova Scotia is part of a complex public safety system that includes multiple police agencies, governments, and system partners.

The RCMP is the largest police agency in the province, responsible for Federal Policing, Contract Policing (PPSA, MPSA, and FNIPP), and Specialized Services. While the RCMP provides Provincial policing services, and Municipal policing services for several Municipalities under the MPSA, there are 10 other independent Municipal Police Agencies of varying sizes that operate throughout the province.

Structure of Policing

RCMP ‘H’ Division Federal Policing, PPSA, MPSA, and Specialized Services	<ul style="list-style-type: none">RCMP – Regular Members (990)RCMP – Civilian Members (79)RCMP – Public Service Employees (378)
Large municipal agencies (e.g., more than 100 employees)	<ul style="list-style-type: none">Halifax Regional Police (565)Cape Breton Regional Police Service (200)
Medium municipal agencies (e.g., more than 25 employees)	<ul style="list-style-type: none">Truro Police Service (48)New Glasgow Regional Police Service (46)Bridgewater Police Service (41)Amherst Police Department (38)
Small municipal agencies (e.g., fewer than 25 employees)	<ul style="list-style-type: none">Kentville Police Service (19)Stellarton Police Service (15)Annapolis Royal Police Service (11)Westville Police Service (9)

Total Cost of Policing in Nova Scotia

Determining the total cost of policing* in Nova Scotia is complex without accessing detailed operating budgets from all policing agencies and programs. Given this complexity and based on a combination of data provided as well as a review of public records, we have provided an estimate of the cost of policing in 2022-23, including the respective share funded by the province of Nova Scotia.

The province is responsible for contributing 40% of the total cost of policing, or \$160M in 2022-23. The province’s largest expenditures are related to Contract Policing (PPSA, MPSA, and FNIPP). Another significant expenditure is the Additional Officer Program (AOP), accounting for approximately \$16.7M annually.

The remaining 60%, or \$240M, is subsidized by the Government of Canada and Municipalities directly that choose to operate their own Municipal Police Agency or enter into an MPSA with the Government of Canada.

**Estimated Total Cost of Policing (2022-23)



*Note: Provincially-funded special projects related to policing and public safety are not included in summary of operating expenditures. Relevant information was requested from the NS Dept of Finance but not yet received at point of submission of this report.

**Note: Data provisioning limitations prevent a more precise estimate. Given this, 2022-23 was the most complete year of documented expenditures and is used above to provide an estimate of costs. Data sources include RCMP Budget Requests, Municipal Police Agency Budget Requests, Municipal Government Websites, and province of Nova Scotia Budget.

Provincial Context

Nova Scotia's population is experiencing unprecedented growth, with a population of approximately 1.07 million and a growth rate of 3.10% in 2023. The province's growing population has had an impact on a growing crime rate as well, where crime is evolving and becoming more complex. Local expectations of the role of police in communities has influenced the reliance on police as a 24/7 accessible service, further amplified in rural communities.

Population Overview



A population of ~1.07M and growing – The province has experienced a notable population growth since 2015 largely due to immigration and interprovincial migration, significantly outpacing the national average. In 2023, the population growth rate for Nova Scotia was 3.1%, compared to the national rate of 2.8%.



A geographical diverse population – The urban-rural population split in Nova Scotia is approximately 60% urban and 40% rural, respectively; with 48% of the overall provincial population residing in the Halifax Regional Municipality.



49 Municipalities & Towns – Nova Scotia is made up of 49 Municipalities and Towns, with 10 municipalities being serviced by their own municipal police agency.



Nova Scotia has an aging population – As the population of Nova Scotia increases, the median age has also been steadily increasing from 38.7 in 2001 to 45.7 in 2023. This is largely a result of a growing number in the 65+ Age group (12.2% in 2001, 19.9% in 2023).

Provincial Crime Rate* Snapshot

6.45K
Per 100K
Population

In 2022, the crime rate in Nova Scotia was 6.45K per 100K population, surpassing the 2022 national crime rate of 6.23K per 100K population. This indicates that there are some province-specific influences differentiating the province from the norm in Canada.

65.7k
Incidents in
2022

The total number of incidents reported increased from 54.5K in 2018, to 65.7K in 2022. Anecdotal insight from engagement has indicated the growing reliance on police to respond to mental health calls, the Covid-19 pandemic and other factors have contributed to the rise of incidents reported.

8,938
Incidents of
Mischief in 2022

In 2022, the top call type for service across agencies was incidents of mischief (8,938). With officers responding to incidents outside of traditional, core-policing such as mental health calls that may not have a specific call type, broad call types such as mischief are used in place.

- *The following context has been documented for consideration while assessing incident report data:
- Crime rates reported are a result of the total intake of calls by population in a given jurisdiction. Not all incidents reported require an officer being dispatched to respond to the crime, e.g., Returning a lost wallet, and not all calls are for unique incidents, instances of multiple calls reporting a vehicle collision.
 - Call type frequencies reported are not directly indicative of where officers are spending the majority of their time. During engagement, insight gathered as part of this review has indicated that it is becoming more complex for officers to approximate how much time will be spent responding the calls based on call type.
 - Call volumes in rural Nova Scotia are influenced by travelling time from out of region.

Note: Population data retrieved from [Statistics Canada](#); crime rates retrieved from [Statistics Canada](#).

Nova Scotia's policing landscape

The province currently has 11 police agencies serving Nova Scotians – 10 municipal police agencies and the RCMP, which serves 39 municipalities and as the provincial police agency.

RCMP in Nova Scotia



Royal Canadian Mounted Police

“H” Division

1,447
Employees

53
Detachments

39
Municipalities Served

13
Indigenous Communities Served

Police Agencies in Nova Scotia



Halifax Regional Police



Cape Breton Regional Police Service



Truro Police Service



New Glasgow Regional Police Service



Bridgewater Police Service



Amherst Police Department



Kentville Police Service



Stellarton Police Service



Westville Police Service



Annapolis Royal Police Service

Large municipal agencies (e.g., more than 100 employees)

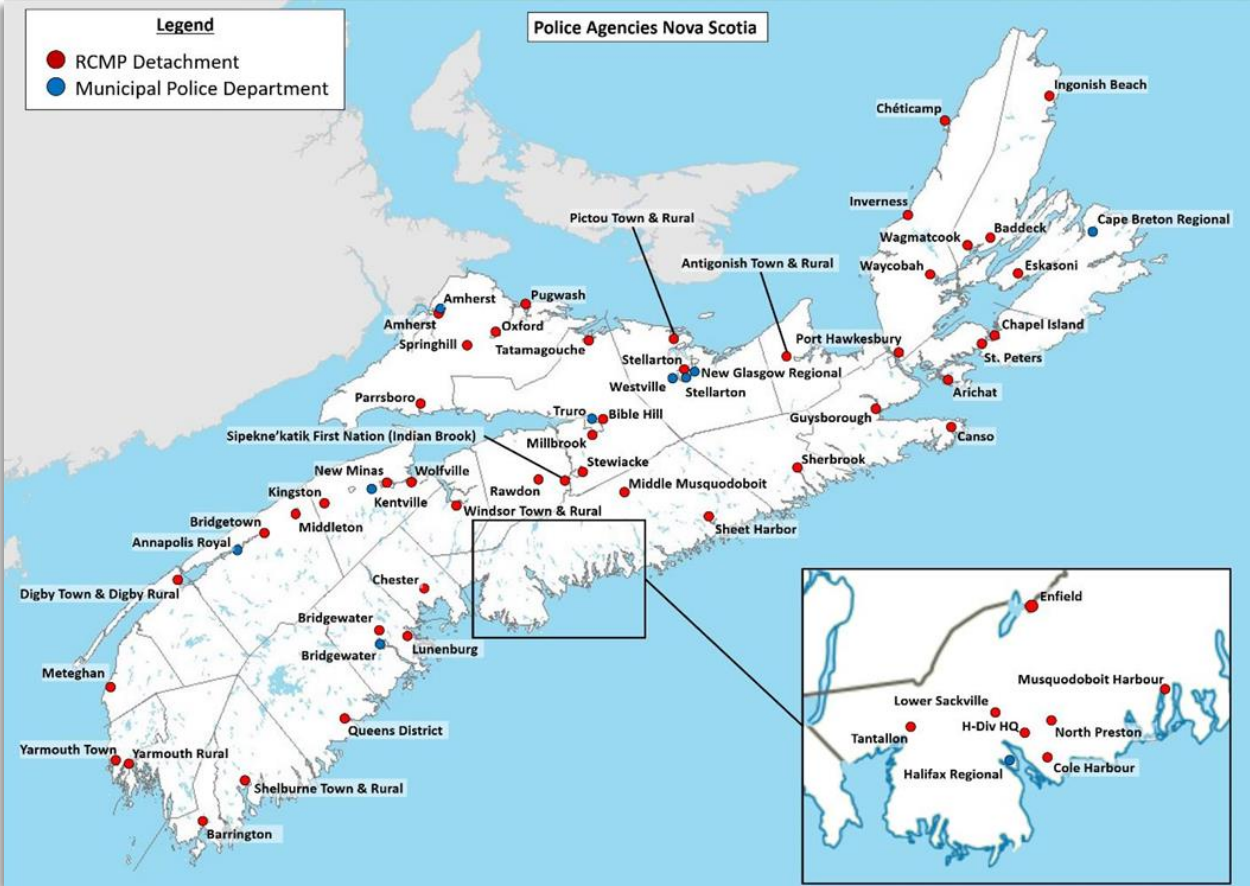
- Halifax Regional Police (565)
- Cape Breton Regional Police Service (230)

Medium municipal agencies (e.g., more than 24 employees)

- Truro Police Service (48)
- New Glasgow Regional Police Service (46)
- Bridgewater Police Service (41)
- Amherst Police Department (38)

Small municipal agencies (e.g., fewer than 25 employees)

- Kentville Police Service (19)
- Stellarton Police Service (15)
- Annapolis Royal Police Service (11)
- Westville Police Service (9)



Source: Mass Casualty Commission: Structure of policing (2022): https://masscasualtycommission.ca/files/documents/Commission-Presentation_Structure-of-Policing-in-Nova-Scotia-in-April-2020.pdf

Note: Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Personnel, population served and geographic coverage across policing services

Data was collected via interview and/or submission. Data has been confirmed by all police leaders.

Comparison of personnel and sworn officers across population and geographic coverage						
Policing Service	Number of Personnel*	Number of FTE Sworn Officers	Population Served**	Geographic Area (sq km)	FTE Sworn Officers per Population	FTE Sworn Officers per sq km
Amherst Police Department	47	27	9,700	12	0.0028	2.2500
Annapolis Royal Police Service	11	4.5	530	2	0.0085	2.2500
Bridgewater Police Service	41	24	8,800	14	0.0027	1.7143
Cape Breton Regional Police Service	268	200	105,000	2,500	0.0019	0.0800
Halifax Regional Police Service	779	565	439,900	5,475	0.0013	0.1032
Kentville Police Service	22	19	6,630	17	0.0029	1.1176
New Glasgow Regional Police Service	46	33	12,500	10	0.0026	3.3000
Stellarton Police Service	16	15	4,000	9	0.0038	1.6667
Truro Police Service	51	35	13,000	38	0.0027	0.9211
Westville Police Service	9	6	3,500	14	0.0017	0.4286
RCMP "H" Division	1,447	960	476,100	47,193	0.0020	0.0203
Total	2,737	1,888.5	***			
Provincial Average (Weighted)					0.0030	1.2590

*Note: Personnel numbers include sworn officers, civilian staff, administrative staff, etc.
** Note: All population statistics were sourced from data from the 2021 Census of Canada and rounded to the closest one hundred.
***Note: Due to some overlapping jurisdictions, the sum of the population served would exceed the population of Nova Scotia in 2021.

Key challenges and opportunities for improvement to Nova Scotia’s policing model

This summary outlines key challenges that are driving opportunities for improvement to Nova Scotia’s policing model.

KEY CHALLENGES



Increasing Cost of Policing

Policing operating costs continue to rise, exacerbated by inflation, a rapidly growing population to serve and the modernization of crime, which is particularly burdensome for rural areas with smaller tax bases.



Community Expectations of Police Visibility & Associated Budget Impacts

There is high demand for police visibility locally but is a challenge due to cost, expansive geographic areas, and constrained resources given vacancies. Municipalities are often unable to adjust budgets within the requested timeline, without impacting other critical municipal programming.



Funding Model Flexibility

With community needs and expectation of the role of police evolving, funding models for police services have not adapted to reflect the changing complexity of day-to-day policing and associated costs.



Outdated Technology & Data Management Practices

Aging and duplicative dispatch and RMS systems are hampering consistency and integration of police services and limiting data management practices.



Evolution of Police Scope of Services and Definition of ‘Core Policing’

Police-work is evolving, and crime is getting more complex. Day-to-day policing has expanded to include responding to mental health and addictions calls for service, pulling officers away from core and proactive policing.

OPPORTUNITIES FOR IMPROVEMENT



Consider Other Policing Models

Consider other policing models that enhance service delivery, public safety, interoperability and reduces duplication.



Embrace Layered Policing

Introduce and mandate layered policing positions to supplement core police officers (e.g., community safety officers, Sheriffs, etc.)



Enhance Technology Use & Centralize Key Enabling Technology

Move towards unified RMS and Dispatch technologies across agencies for better consistency, reporting, and information sharing across jurisdictions.



Expand Training Integration & Facilities

Develop joint training programs across all agencies and expand training facility capacities for integrated in-service training.



Formalize Service Sharing Agreements

Transition from informal to formal agreements (MOUs) for clearer policing service delivery of shared services.



Introduce Data Management Standards

Introduce data management standards for all police agencies, including guidelines on data retention, storage, and usage.

ADDITIONAL ENABLING CONSIDERATIONS



Leverage Policing Standards for Accountability

Revise the provincial policing standards to help ensure consistent service levels across communities and hold agencies accountable.



Redesign the Police Funding Model

Regardless of the future policing model, amendments to the police funding model are recommended to enable cost effectiveness for municipalities and to increase model flexibility.



Review the *Police Act* for Enabling Amendments

Review the Nova Scotia *Police Act* to clarify policing responsibilities to enhance public safety, including relevant changes to enhance governance and oversight body independence.



2.4 Considerations for police model options

Summary of key considerations for police model options

The following key themes identified throughout engagement informed the development of police model options.

Summary of key considerations

- **Police participation in community events** | Individuals engaged called for increased participation from police officers in their communities to attend events to build relationships with community members and establish trust.
- **Integrated response to mental health calls** | Many stakeholders engaged believe that police do not have the capacity or sufficient training to independently handle mental health calls for service and suggest that social workers or mental health professionals should be involved in these situations
- **Increased transparency for complaints** | Transparency and accountability with respect to ongoing complaints are critically important to restoring trust with the public and providing support for internal complaints.
- **Streamline data sharing within services** | There is an appetite across police services, as identified through system partner engagement, for one single RMS and CAD system to streamline information sharing and to provide equitable visibility for dispatch and records management across all services.
- **Increase diverse officer representation** | Many stakeholders reflected on the importance of accessibility, visible and cultural diversity within the police workforce, and that employing officers that reflect the diversity of the communities they serve helps build trust and confidence among the public from shared lived experiences.
- **Increased cultural awareness** | Several community groups engaged called for increased cultural awareness and community-specific training for officers policing their communities to support building trust.
- **Police presence in communities** | Those engaged provided varied responses to police presence in communities, where some called for increase presence to deter crime and others expressed anxiousness to see more uniformed and armed officers in their neighbourhoods.
- **Training opportunities** | In order for officers to be equipped to respond to the evolving nature of crime and have the right context to support individuals and communities, there were several recommendations for training captured through engagement.
- **Establishing the role of police** | The engagement demonstrated a robust public perception that the role of police extends beyond core policing to community policing and supporting health and social needs. Officers engaged identified concerns about being a 'gap-fill' for a lack of social, health and public services.

Key considerations for police model options (1 of 3)

The following key themes identified throughout engagement informed the development of police model options.

	Police participation in community events	Integrated response to mental health calls	Increased transparency for complaints
Description	Individuals engaged called for increased participation from police officers in their communities to attend events to build relationships with community members and establish trust.	Many stakeholders engaged believe that police do not have the capacity or sufficient training to independently handle mental health calls for service and suggest that social workers or mental health professionals should be involved in these situations.	Transparency and accountability with respect to ongoing complaints are critically important to restoring trust with the public and providing support for internal complaints.
Considerations for Operating Model Options & Foundational Changes	Advance layered policing so that specific public safety roles (e.g., Community Safety Officers) are focused on building trust and relationships with communities, in part by actively participating in community events.	Assess, design and pilot alternative service delivery models in collaboration with social service and healthcare partners (e.g., Dept. of Health and Wellness, Office of Addictions and Mental Health, Dept. of Opportunities & Social Development, service providers, etc.) to establish integrated crisis and wellness response teams as part of layered policing.	Simplify the complaints reporting process by establishing a single point of entry, ensuring that all complaints are efficiently triaged to the appropriate governing body. This will allow complainants to submit their concerns once, reducing unnecessary referrals back to the police service. Additionally, investing in a complaints management system could improve transparency and further streamline the overall complaints process.

Key considerations for police model options (2 of 3)

The following key themes identified throughout engagement will inform research and information gathering to present options for operating models.

Description	Streamline data sharing within services	Increase diverse officer representation	Increased cultural awareness
	There is an appetite across police services, as identified through system partner engagement, for a single RMS and CAD system to streamline information sharing and to provide equitable visibility for dispatch and records management across all services.	Many stakeholders reflected on the importance of accessibility, visible and cultural diversity within the police workforce, and that employing officers that reflect the diversity of the communities they serve helps build trust and confidence among the public from shared lived experiences.	Several community groups engaged called for increased cultural awareness and community-specific training for officers policing their communities to support building trust.
Considerations for Operating Model Options & Foundational Changes	Implement a single RMS platform to be used by all police services in the province and revise policies and procedures to ensure that services are equipped to document information in a centralized system.	Tailor recruitment strategies to reduce barriers that individuals from diverse communities may be facing and foster a culture of celebrating representation and diversity in police services.	Provide cultural competency training for police officers to enhance understanding and respect for diverse communities and cultural norms as part of their onboarding to new areas and work towards an ambition of having officers with lived experience and language capabilities engaging with associated communities.

Key considerations for police model options (3 of 3)

The following key themes identified throughout engagement will inform research and information gathering to present options for operating models.

	Police presence in communities	Training opportunities	Establishing the role of police
Description	Those engaged provided varied responses to police presence in communities, where some called for increase presence to deter crime and others expressed anxiousness to see more uniformed and armed officers in their neighbourhoods.	In order for officers to be equipped to respond to the evolving nature of crime and have the right context to support individuals and communities, there were several recommendations for training captured through engagement.	The engagement demonstrated a robust public perception that the role of police extends beyond core policing to community policing and supporting health and social needs. Officers engaged identified concerns about being a 'gap-fill' for a lack of social, health and public services.
Considerations for Operating Model Options & Foundational Changes	Advance layered policing and leverage public safety roles (e.g., Community Safety Officers, etc.) to provide increased visibility in communities to deter crime and support community relationship building; these roles can be unarmed and in uniform or plain-clothed per community preference.	Revise and scale training opportunities for scenario-based training reflective of community priorities, thereby better equipping officers to support the communities and citizens they serve. Consider co-production or first voice facilitation of training to further build trust with communities.	Advance layered policing to leverage public safety roles (e.g., Community Safety Officers, etc.) to support non-emergency calls for service and be present in communities, while allowing sworn officers capacity to primarily focus on core policing functions. Partner with other government departments (e.g., DHW, OAMH, DOSD) to advance alternative service delivery models.



3

Policing context in Nova Scotia



3.1

Context of policing in Nova Scotia

A high-level overview of the context of policing in Nova Scotia

There are a total of 11 police services in Nova Scotia – 10 municipal police services and the RCMP, which serves 39 municipalities and as the provincial police service.

High-level Summary of Nova Scotia's Policing Context

- **In Nova Scotia, GNS is responsible for establishing policing service delivery standards** as per the statements made by Minister of Justice in conjunction with the release of the new standards: "These new standards represent a significant step forward in our commitment to safer communities".
- **The RCMP is contracted as the provincial police service in Nova Scotia.** The service is governed by the Provincial Police Service Agreement and is distinct from the RCMP Federal policing, which is not subject to the analysis of this report.
- **Municipalities are responsible for providing policing services** as outlined the *NS Police Act*: "Every municipality is responsible for the policing in municipality and for providing and maintaining an adequate, efficient and effective police department at its expense in accordance with its needs." **Municipalities can choose to form their own police service, partner with another municipality for a regional service, or contract the RCMP.**
- **Services provided by the RCMP for provincial policing in Nova Scotia are governed by the RCMP Act and the PPSA.** Other contracts that govern policing in the province include the MPSA and FNIPP, both policed by the RCMP.
- **Contract policing in Nova Scotia includes a cost-share component with the Federal government,** who pays 30% of most costs under the PPSA, either 10% or 30% of most costs in MPSAs, and 52% of most costs under the FNIPP. The remaining cost-share portions are funded by either GNS or municipalities.
- **There are a total of 11 police services in Nova Scotia** – 10 municipal police services and the RCMP, which serves 39 municipalities and as the provincial police service. Making up a total of 1,309 municipal police officers and 936 RCMP officers serving a population of ~1M.
- Per the *NS Police Act*, **police services are responsible for providing the following core services:** crime prevention, law enforcement, assistance to victims of crime, emergency and enhanced services, and public order maintenance. In addition to these core services, **police services are also responsible for providing specialized services** either by themselves or through formal or informal agreements with the RCMP or other police services. Outside of this, the Province further invests in Policing via the Additional Officer Program (AOP), which supports additional resources directly.
- **With 48% of the overall provincial population concentrated in the Halifax Regional Municipality,** the highest number of calls for services are received by the Halifax Regional Police and Halifax Regional District RCMP.
- **RCMP in 'H' Division has primary policing responsibility for approximately 85% of the geographic area of Nova Scotia,** making up over 40% of the total population.
- Municipalities receiving policing services from a **municipal police service are governed by a Municipal Board of Police Commissioners; or a Police Advisory Board if they receive policing services from the RCMP.**
- **There are four oversight and governance authorities responsible for investigating allegations of professional misconduct and complaints;** the Serious Incident Response Team, the Office of the Police Complaints Commissioner, the Police Review Boards and the Civilian Review Complaints Commission.

* The role of the RCMP as the federal police will not be explored further for the scope of this review.

An overview of Nova Scotia's police services

The province currently has 11 police services serving Nova Scotians – 10 municipal police services and the RCMP, which serves 39 municipalities and as the provincial police service. Additional information regarding each agency, provided by the respective agency, can be found in the Appendix of this document.

RCMP in Nova Scotia



Royal Canadian Mounted Police

"H" Division

1,447
Employees

53
Detachments

39
Municipalities
Served

13
Indigenous
Communities Served

Police Agencies in Nova Scotia



Halifax Regional Police



Cape Breton Regional Police Service



Truro Police Service



New Glasgow Regional Police Service



Bridgewater Police Service



Amherst Police Department



Kentville Police Service



Stellarton Police Service



Westville Police Service



Annapolis Royal Police Service

Large municipal agencies (e.g., more than 100 employees)

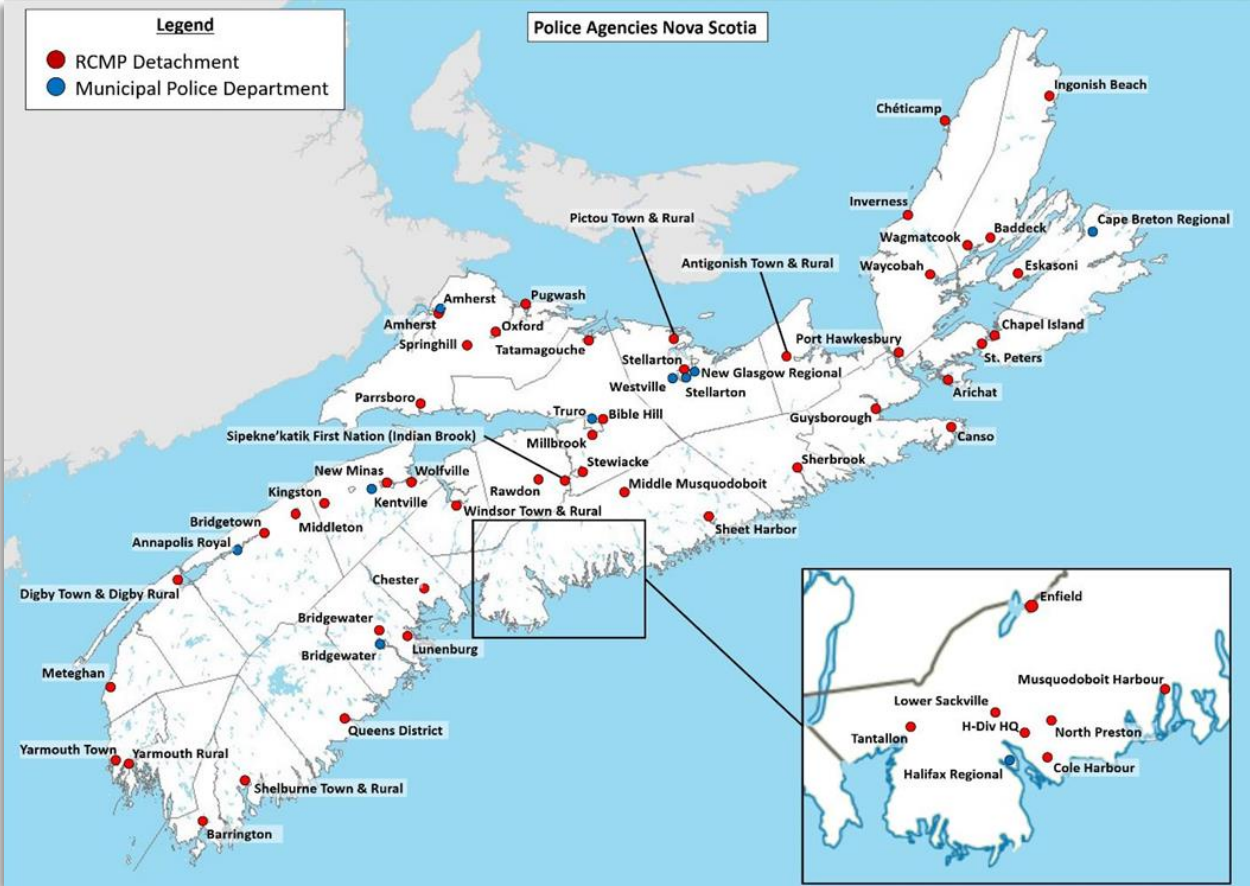
- Halifax Regional Police (565)
- Cape Breton Regional Police Service (230)

Medium municipal agencies (e.g., more than 24 employees)

- Truro Police Service (48)
- New Glasgow Regional Police Service (46)
- Bridgewater Police Service (41)
- Amherst Police Department (38)

Small municipal agencies (e.g., fewer than 25 employees)

- Kentville Police Service (19)
- Stellarton Police Service (15)
- Annapolis Royal Police Service (11)
- Westville Police Service (9)



Source: Mass Casualty Commission: Structure of policing (2022): https://masscasualtycommission.ca/files/documents/Commission-Presentation_Structure-of-Policing-in-Nova-Scotia-in-April-2020.pdf

Note: Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Policing First Nations and Indigenous communities in Nova Scotia

A First Nations or Inuit community may have its own police service under a self-administered agreement through the First Nations and Inuit Policing Program (FNIPP). The community may also enter a tripartite agreement (CTA) with the RCMP or a quadripartite agreement (CQA) to use another community's police service.

First Nations and Indigenous Policing Program (FNIPP)

- The FNIPP was created in 1991 and updated in 1996. The program's policy sets out to provide First Nations and Inuit communities access to police services that were professional, effective, culturally appropriate, and accountable to the communities they serve.
- The FNIPP Framework Agreement provides the mechanism for provinces and the federal government to cost-share policing costs within FNIPP communities whose policing services are typically provided by the RCMP. Costs are usually shared between the federal government (52%) and provincial/territorial governments (48%) and is managed by Public Safety Canada.
- The FNIPP supports Self-Administered Police Service Agreements (SA) where a First Nation or Inuit police service is authorized under PT policing legislation to provide day-to-day policing services to a First Nation or Inuit community, however there are not currently any self-administered police services for First Nations communities in Nova Scotia.
- Community Tripartite Agreements (CTAs) are signed under the umbrella of First Nations Community Policing Services (FNCPS) framework agreements, which are between the federal, provincial/territorial governments and First Nations community. There are currently 7 CTAs in Nova Scotia.
- Community Quadripartite Agreements (CQAs) are agreements between the federal, provincial/territorial, municipal governments, and the First Nations community and to deliver policing services. In Nova Scotia, the Membertou First Nation Quadripartite Agreement states that the Cape Breton Regional Police will be responsible for delivering policing services to the community of Membertou.
- Approximately 62%* of First Nations communities in Nova Scotia have FNIPP agreements, with others receiving services provided by the PPSA.

Nova Scotia First Nations and their Policing Providers	
First Nation	Policing Provider
Acadia	RCMP - PPSA
Annapolis Valley	RCMP - PPSA
Bear River	RCMP - PPSA
Eskasoni	RCMP – CTA Detachment
Glooscap	RCMP - PPSA
Membertou	CBRPS – CQA Detachment
Millbrook	RCMP – CTA Detachment
Paqtnkek	RCMP - PPSA
Pictou Landing	RCMP – CTA Detachment
Potlotek	RCMP – CTA Detachment
Sipekne'katik	RCMP – CTA Detachment
Wagmatcook	RCMP – CTA Detachment
We'koqma'q	RCMP – CTA Detachment

The FNIPP is currently being reviewed by Public Safety Canada as a national program; however, **foundational changes** (such as layered policing) **and elements of the model options can provide additional supports beyond the CTA/CQAs and help alleviate programmatic challenges.**

*Source: [Evaluation of the First Nations and Inuit Policing Program](#)

Governance and oversight of policing services

Municipal Boards of Police Commissioners, Police Advisory Boards, and Community Consultative Groups govern police services in the province.



The *NS Police Act* requires that municipalities receiving policing services from a municipal police department must establish a Municipal Board of Police Commissioners, or a Police Advisory Board if they receive policing services from the RCMP. In First Nations communities, Community Consultative Groups work with police and communities to set priorities for community policing programs. DOJ supports police boards by offering regular training to new board members and the Nova Scotia Association of Police Governance is moderately active on social media and in organizing annual workshops and/or conferences.

Municipal Boards of Police Commissioners

- A total of 11 Municipal Boards of Police Commissioners exist across the province and aim to meet the following objectives:
 - Determine, in consultation with the Chief, the priorities and objectives of the police service.
 - Recommend the administrative policies and organizational direction for the effective management of the police service.
 - Contribute to public confidence in policing.
- Section 44 of the *NS Police Act* requires Municipal Board of Police Commissioners to consist of five or seven members:
 - A five-member board must consist of:
 - Two members of council,
 - Two members who are neither members of council nor employees of the municipality; and
 - One member appointed by the Minister.
 - A seven-member board must consist of:
 - Three members of council,
 - Three members who are neither members of council nor employees of the municipality; and
 - One member appointed by the Minister.
- Section 49 of the *NS Police Act* stipulates that boards “must hold a board meeting at least every three months”.

Police Advisory Boards

- A total of 36 police advisory boards exist across the province and seek to provide advice and guidance on key areas of strategic importance to RCMP Detachment Commanders.
- Section 57 of the *NS Police Act* requires Police Advisory Boards to consist of five or seven members:
 - A five-member advisory board must consist of:
 - Two members of council,
 - Two members who are neither members of council nor employees of the municipality; and
 - One member appointed by the Minister.
 - A seven-member advisory board must consist of:
 - Three members of council,
 - Three members who are neither members of council nor employees of the municipality; and
 - One member appointed by the Minister.
- Section 63 of the *NS Police Act* stipulate that advisory boards “must hold a board meeting at least every three months”.

Community Consultative Groups

- The role of Community Consultative Groups (CCGs) is to:
 - Promote positive dialogue between the police of jurisdiction and the members of the community.
 - Identify and advocate for the community’s policing priorities.
 - Identify desirable attributes for police officers who could be assigned to work in the community.
 - Provide enhanced awareness to the police of the community’s culture, traditions, and local practices.
 - Work with the police of jurisdiction to develop a Letter of Expectation (LOE) and crime prevention strategies.
 - Identify areas of collaboration between the police and community to address community safety.
 - Annual reporting to the Provincial Government.
- CCGs are designed to include diverse members from the community: Elders, women, 2SLGBTIQA+, and youth; and can include between three (3) and ten (10) members.
- The LOE is created in collaboration with police, the Chief and Council, and reflects the community’s safety priorities and goals, and expectations concerning the type of working relationship with the police of jurisdiction.

See [Appendix C](#) for a complete list of Municipal Boards of Commissioners and Police Advisory Boards in the province.

Oversight and governance of professional misconduct and complaints

Police services in Nova Scotia are subject to civilian oversight as it pertains to allegations of professional misconduct and internal and/or public complaints.



In Nova Scotia, there are four oversight and governance authorities responsible for investigating allegations of professional misconduct and complaints: the Serious Incident Response Team (SiRT), the Office of the Police Complaints Commissioner (OPCC), the Police Review Board (PRB) and the Civilian Review Complaints Commission (CRCC).

Serious Incident Response Team (SiRT)

- SiRT has been operational in Nova Scotia since 2012, with a mandate to investigate all matters that involve death, serious injury, sexual assault and intimate partner violence or other matters of public interest that may have arisen from the actions of any municipal police officer or RCMP officer.
- SiRT is civilian-led, and independent of government and police. Ensuring a transparent and independent way to investigate serious incidents involving police.
- If the complaint submitted to SiRT does not meet its mandate, the complaint is referred to the associated Chief of the Municipal Police Service or Commanding Officer (RCMP).

Office of the Police Complaints Commissioner (OPCC)

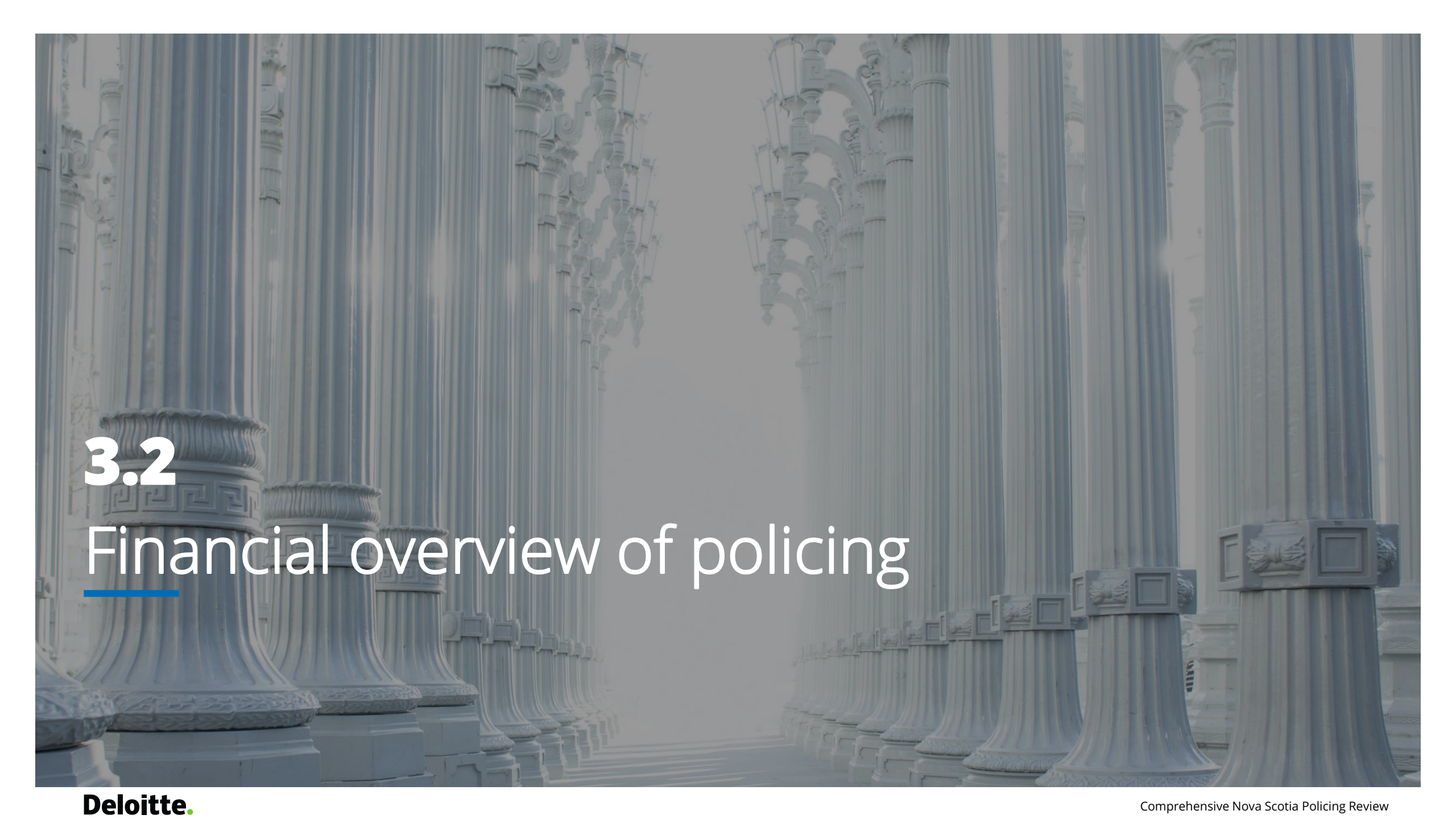
- The Office of the Police Complaints Commissioner (OPCC) investigates complaints by citizens alleging misconduct by municipal police officers.
- The office of the OPCC refers complaints regarding municipal police officers to the Chief of the associated police service and monitors the investigation to ensure timeliness.
- A complainant who is not satisfied with the decision made by the police service following an investigation may request that the Commissioner refer the complaint to the Police Review Board (PRB).
- The OPCC may determine if the complaint has merit or is an abuse of process, subsequently providing support to the PRB if appropriate.
- The OPCC is an arms-length service that is funded by the Nova Scotia government.

Police Review Board (PRB)

- The Police Review Board has the responsibility for deciding appeals from complainants or police officers dissatisfied with decisions of police services upon referral from the OPCC.
- The *NS Police Act* (Section 13.1) stipulates that the Police Review Board is “composed of not fewer than three persons appointed by the Governor-in-Council”. As of December 2023, there were a total of 12 members; with a Police Complaints Commissioner appointed in June 2024.
- A decision of the Police Review Board is final, although subject to possible judicial review in the Supreme Court of Nova Scotia.
- The most recent report by PRB indicates that 8 public complaints were referred in 2023.

Civilian Review and Complaints Commission (CRCC)

- The Civilian Review and Complaints Commission for the RCMP (CRCC) is an independent service. Created by Parliament in 1988, the Commission ensures that public complaints made about the conduct of RCMP members are examined fairly and impartially.
- The Commission receives complaints from the public and conducts reviews when complainants are not satisfied with the RCMP’s handling of their complaints. The Commission is not part of the RCMP.



3.2

Financial overview of policing

Overview of contract policing with the RCMP – PPSA, MPSA, or the FNIPP

Contract policing in Nova Scotia includes a cost-share component with the Federal government, who pays 30% of most costs under the PPSA, either 10% or 30% of most costs in MPSAs, and 52% of most costs under the FNIPP. The remaining cost-share portions are funded by the province and municipalities.

Services provided by the RCMP are governed by the RCMP Act and are subject to the contractual agreement between the federal and provincial governments in the form of PPSA, MPSA, and FNIPP:

Provincial Police Service Agreement (PPSA)

A Multi-Year Financial Plan (MYFP) is submitted annually to the province, which includes:

- Forecasted expenditures related to operation of the provincial police service
- RCMP’s determination of need to maintain adequate level of policing
- Cost impacts of salary increases, equipment purchases, new positions, administration, etc.

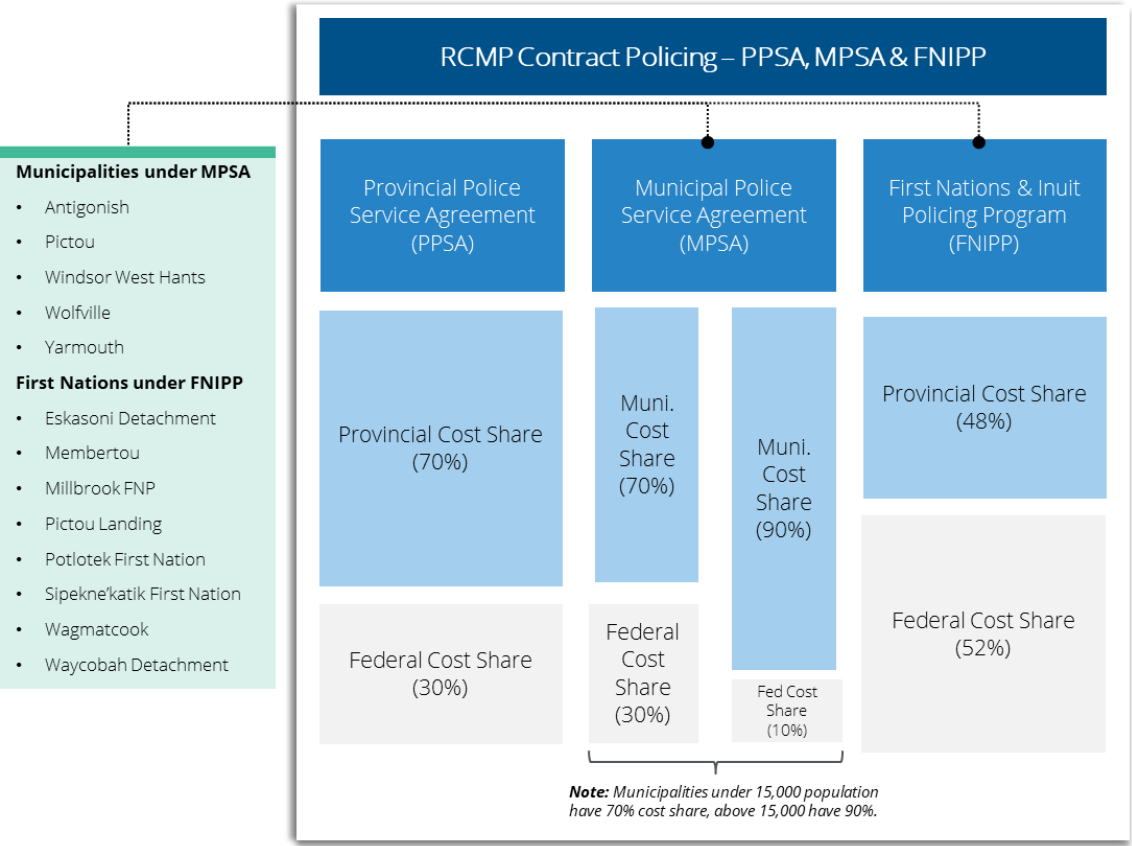
Upon receipt of the MYFP, the Department of Justice reviews and analyzes the submission in consultation with RCMP ‘H’ Division before finalizing internal recommendations. The budget is then submitted to the Minister of Justice for final approval through the Government budget.

Municipal Police Service Agreement (MPSA)

There are currently five municipalities in Nova Scotia with MPSAs to contract the RCMP as their policing service provider. MPSA contracts are direct contracts between Municipalities and Public Safety Canada. Note: While the province does not bill MPSAs for their policing services, it does bill for their portion of shared services (e.g., Operational Communications Centre and District Advisory Non-Commissioned Officers).

First Nations & Inuit Policing Program (FNIPP)

The FNIPP was created as a contribution program in 1991 to enhance the effectiveness of policing services in First Nation and Inuit communities in terms of cultural relevance and responsiveness to the public safety need of communities. The objectives of this funding are to support policing services that are professional, dedicated and responsive to the communities they serve. Currently there are 8 First Nations communities under this program in Nova Scotia – 7 CTAs with RCMP and 1 CQA with CBRPS.



Further details are provided on the following page

Police costing mechanism in Nova Scotia

Under the PPSA, provincial governments are responsible for paying 70% of the policing services cost, while the Federal government pays the remaining 30%.

Police Costing Mechanism

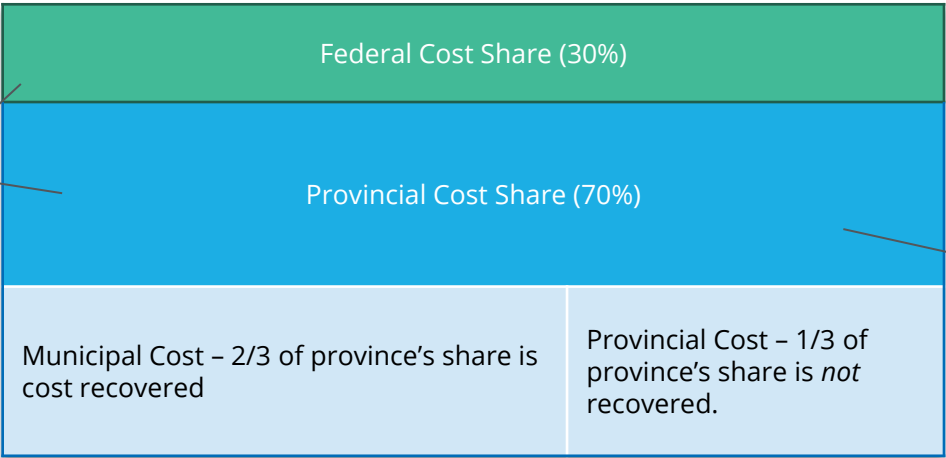
The province invoices municipalities directly for all policing services provided by the RCMP. All municipalities that utilize the RCMP as their service provider, and do not have an MPSA are governed by the Provincial Police Service Agreement (PPSA) – currently 34 municipalities.

The RCMP invoices the province quarterly, the province pays the RCMP, and then the province recovers from municipalities under the PPSA for services and for OCC and Advisory NCOs for MPSAs.

PPSA Cost Sharing

The PPSA policing costs are shared with the federal government through a 70% - 30% cost share arrangement. There are two population thresholds for municipalities eligible to be policed under the PPSA that result in potential change of administration– 5,000 and 15,000.

Provincial Police Service Agreement (PPSA) Cost Recovery



Provincial Cost Share Recovery

Of the 70% cost-share the province is responsible for, the province only recovers approximately 2/3 from municipalities.

- The impact of the 2/3 is determined by the number of police officers assigned in a municipality and are billed 'per-officer' (e.g., if a municipality has 3 officers attributed to its jurisdiction, they will be billed for 3 x per-officer rate).
- The remaining 1/3 is the province's contribution.

Overview of the estimated operating cost of policing in Nova Scotia

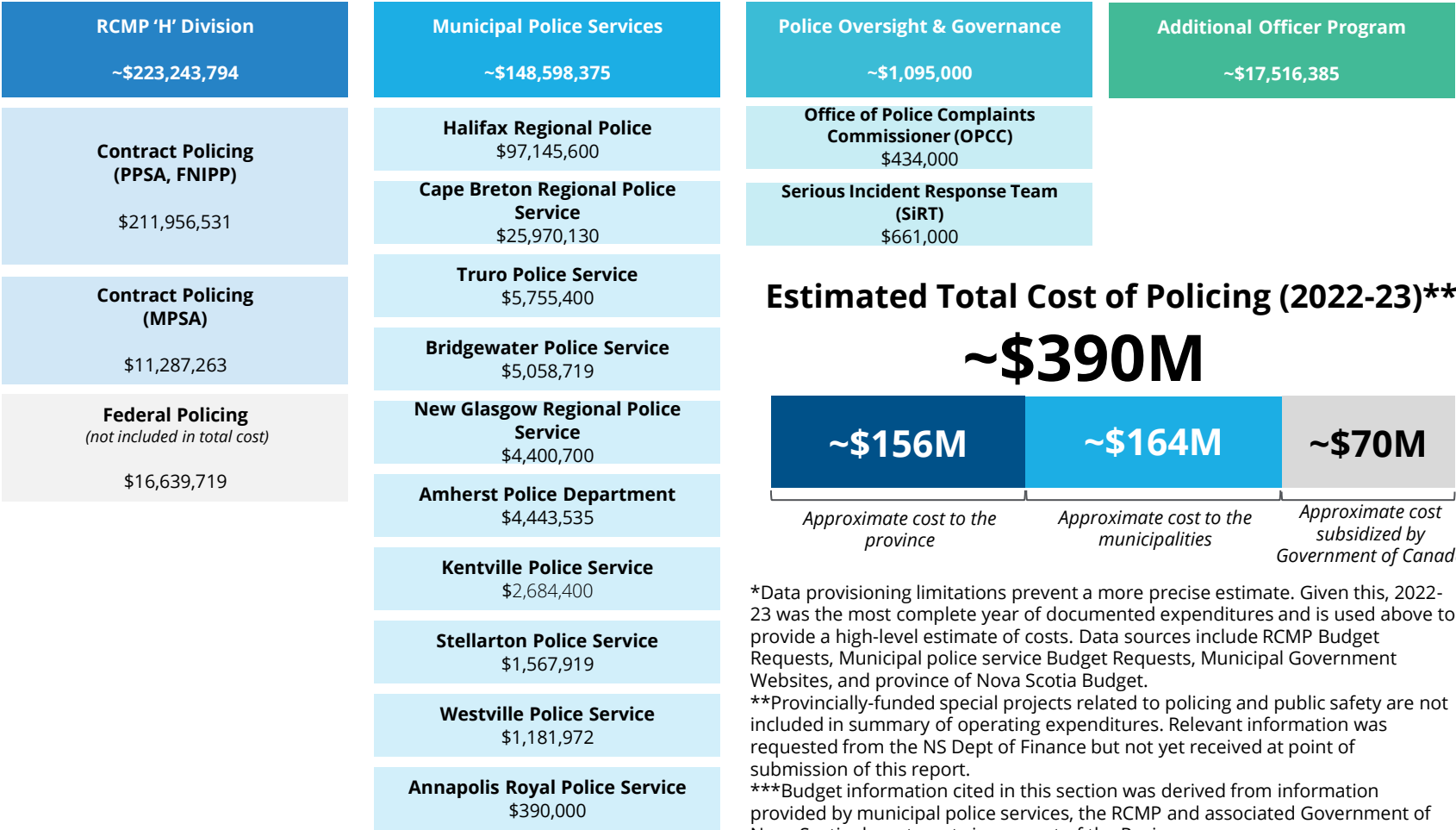
The high-level estimated total cost of policing in Nova Scotia is assumed to be ~\$390M*. Below is a breakdown of policing costs using 2022-23 results to illustrate the magnitude.

Total Cost of Policing in Nova Scotia

Determining the total cost of policing* in Nova Scotia is complex without accessing detailed operating budgets from all policing services and programs. Given this complexity, we have provided an estimate of the cost of policing in 2022-23, including the respective share funded by the province of Nova Scotia.

The province is responsible for contributing ~40% of the total cost of policing, or ~ \$156M in 2022-23, in which two-thirds of costs are charged back to municipalities. The province’s largest expenditures are related to **Contract Policing (PPSA, MPSA, and FNIPP)**.

Estimated Operating Cost of Policing*** (2022-23)



A close-up, low-angle shot of a police car's roof and windshield. The car is dark-colored, and the windshield reflects the surrounding environment. On the roof, there are emergency lights, including a prominent blue light bar. The background is blurred, showing out-of-focus lights in shades of red, orange, and blue, suggesting a nighttime urban setting.

4

Assessment of the current state police operating model

The background of the slide is a photograph of a grand, classical building, likely a government or institutional structure. It features a long, symmetrical colonnade of tall, fluted columns. The columns are supported by ornate, multi-tiered bases. The architecture is highly detailed, with decorative capitals and intricate carvings. The perspective is from a low angle, looking down the length of the colonnade, which creates a strong sense of depth and scale. The lighting is soft and even, highlighting the textures of the stone or concrete.

4.1

Key current state challenges and opportunities for improvement

Summary of current state challenges and opportunities for improvement

This summary outlines key challenges that are driving opportunities for improvement associated with Nova Scotia's current policing model.

Key Challenges

- **Desire for increased visibility and presence** – 46% of survey respondents indicated that they never, or rarely see police present in their area and 63% of respondents prefer or strongly prefer more police presence in their community to discourage crime. There were calls for more traffic enforcement and the presence of police during peak times for criminal activity.
- **Improved handling of mental health and social issues** – Many survey respondents and community groups believe that police are not adequately trained to handle mental health crises and suggest that social workers or mental health professionals should be involved in these situations. There is also concern about the police's treatment of individuals experiencing homelessness and a call for more compassionate-based approaches.
- **Funding model flexibility** – With community needs and expectation of the role of police evolving, funding models for police services have not adapted to reflect the changing complexity of day-to-day policing and associated costs.
- **Inter-service information sharing** – Having three different RMS systems amid a number of other public safety databases is a significant barrier to integrated response and timely information gathering within the province.
- **Evolution of policing services and definition of 'core policing'** – Police-work is evolving, and crime is becoming more complex. Day-to-day policing has expanded to include responding to mental health and addictions calls for service, pulling officers away from core responsibilities and proactive policing.
- **Increasing cost of policing** – Policing operating costs continue to rise, exacerbated by inflation, a rapidly growing population to serve and the modernization of crime, which is particularly burdensome for rural areas with smaller tax bases.

Opportunities for Improvement



Introduce layered policing – There is a strong desire for community policing, where officers are seen as part of the community, building relationships with residents, and being approachable. Jurisdictions in Canada and globally have advanced against this need by leveraging related public safety roles, such as Community Safety Officers (CSOs), to attend community events, engage in early prevention and intervention, conduct foot patrols, support police with non-emergency calls for service and integrate with social services to enhance capabilities to respond to wellness calls enabling both efficiency and effectiveness.



Transition to a single provincial records management system – There is significant precedent, nationally and globally, to transition to a single, provincial RMS for improved and efficient information sharing enabling a higher degree of integration between police services.



Expand training integration and facilities – Current training is completed in small groups, when capacity constraints allow, as opposed to on an integrated, mandatory basis. Invest in building instructor and facility capacity to enhance integrated, mandatory training opportunities.



Increase efforts to recruit visible minority officers – Nationally, and globally police services are focusing on approaches that attract a more diversified police service. There is a need to be more inclusive and understanding of cultural customs and reduce barriers for individuals from visible minority communities to become police officers.



Introduce technology and data management standards – Technological infrastructure without data infrastructure is ineffective. With the rapid advancement of technology in policing, enabling the efficient use of police officers, there is a need to introduce standards for information capture within public safety databases and digital evidence management systems in addition to the use of operational technologies.



Streamline governance and oversight processes – The current volume of police boards does generally not allow for any individual board to be exposed to trends and to hold the police services to account. By decreasing the total number of police boards the remaining boards will have a broader view and a stronger voice.

Key challenges & opportunities for improvement | Citizens & Communities

Identified below are a sample of the Welkom's current state challenges and opportunities for improvement per the Citizens & Communities operating model layer.

Key Challenges

- **General dissatisfaction with policing services** – Roughly 50% of survey respondents expressed dissatisfaction with the current state of policing, citing issues such as slow response times, lack of visible police presence, and perceived ineffectiveness in handling crime, especially property crimes, traffic violations, and serious incidents like assaults and drug-related crimes.
- **Desire for increased visibility and presence** – 46% of survey respondents indicated that they never, or rarely see police present in their area and 63% of respondents prefer or strongly prefer more police presence in their community to discourage crime. There were calls for more traffic enforcement and the presence of police during peak times for criminal activity.
- **Cost of policing is increasing** – Many municipalities referred to the increasing cost of policing as a key barrier, especially in rural communities with a low tax base for police funding.
- **Addressing racial biases** – Community representatives expressed distrust in police due to negative experiences related to profiling, biases, and poor handling of situations. Additionally reflecting on the generational and community trauma these incidents incur.
- **Meeting community expectations** – Community representatives called for tailored training so that officers understand their needs within interactions and officers noted the challenge of meeting the expectations for not only police visibility with larger geographic boundaries to patrol and respond to incidents, but to be trained in the many needs of different cohorts.
- **Disconnect between police leadership and community priorities** – Some officers identified that Detachment Commander vacancies create a leadership gap that reduces the strategic implementation of local and community needs.

Opportunities for Improvement

- **Increase police visibility and presence** – Respondents call for more foot and bicycle patrols in high-crime areas and during peak times to encourage crime prevention, including further traffic enforcement to address speeding and other traffic violations. This can also be advanced with traffic cameras and associated technologies.
- **Enhance community policing efforts** – There is a strong desire for community policing, where officers are seen as part of the community, building relationships with residents, and being approachable. Respondents want police to engage more with youth, attend community events, and be seen as allies rather than enforcers particularly for early prevention and intervention. Many community members suggest a shift towards more community-oriented policing and reallocating resources towards social services.
- **Recognition and awareness of community cultural diversity** – African Nova Scotian and Indigenous communities highlighted the need for police services to address systemic issues, reduce ethnic-based assumptions and work toward building trust and inclusivity. Fostering community relationships may include attending local events, engaging with youth, and being visibly present in neighborhoods, but also demonstrating inclusive behaviour and efforts to balance institutional power dynamics.
- **Using a trauma-informed approach** – Community groups noted the benefit of additional training for officers to respond to calls using a trauma-informed approach, improved de-escalation strategies and collaboration with community partners, such as mental health professionals.
- **Representation of local priorities in policing services** – Rural Municipal CAOs suggested that DOJ explore policing models that incorporate local and regional needs, in which all services are not fully centralized in Halifax.
- **Assess resource forecasting for officers** – There is an opportunity to assess sworn officer head count need province-wide as many Municipal CAOs referred to staffing shortages due to vacancies and limited number of funded positions as a key barrier to policing in their community.
- **Adapt to population growth and diversity** – Nova Scotia's growing population and changing demographic will require police services to continue to ensure that police officers meet the needs of the communities they serve (e.g., language, culture, etc.).

Key challenges & opportunities for improvement | Services & Channels

Identified below are a sample of the current state challenges and opportunities for improvement per the Services & Channels operating model layer.

Key Challenges

- **Improved handling of mental health and social issues required** – Many survey respondents believe that police are not adequately trained to handle mental health crises and suggest that social workers or mental health professionals should be involved in these situations. There is also concern about the police's treatment of individuals experiencing homelessness and a call for more compassionate-based approaches.
- **Increasing number of calls for service related to mental health and addictions** – A very high percentage of calls for service and time spent in a police officer's shift is related to mental health events, homelessness, addiction, and transport and security of patients waiting to be treated in hospitals.
- **Consistency of services delivery varies** – Many rural and urban respondents and representatives from municipal police services and the RCMP noted the inconsistency in police service delivery across the province, especially in rural communities.
- **Access to ALERT Ready** – Alert Ready is owned and operated by NSEMO, however does not have dedicated resources or 24/7 operations. RCMP and HRP are the only police agencies that have opted into direct access to manage Akert Ready functions despite opportunities to do so.
- **Officers of the Street Crime Enforcement Unit are often assigned to vacation coverage** – Many RCMP SCEU officers noted that they are often assigned to cover vacation and/or other non-SCEU related work, creating a backlog and pause in investigation activities.
- **No standard Computer Aided Dispatch (CAD) system** – Use of different CADs across the province, digital and non-digital, lead to varying call types and priority levels, hindering interoperability between police services.
- **Capacity and resources at call centres varies** – Secondary locations for call centres (e.g., back-up facilities) have varying levels of maturity and capacity to support if there are outages or high level of call volumes.

Opportunities for Improvement

- **Support for mental health response** – Survey respondents from urban centers called for specialized units within police services to address mental health related calls and to establish partnerships with social workers and mental health workers for integrated response when responding to vulnerable populations.
- **Improve response times for serious incidents** – Survey respondents from both rural and urban geographies called for improved response times to incidents. Many recommended additional neighborhood patrols and improved coordination and information sharing with partners e.g., hospitals.
- **Expand direct access to ALERT Ready** – There is an opportunity to encourage or require the remaining 9 police services to opt-in to direct access to the ALERT Ready system.
- **Standardized shift schedules** – Some RCMP officers noted that standardized shift schedules would enhance resource sharing and coverage, police visibility, and enable surge capacity within communities.
- **Continued collaboration with system partners for integrated response** – Through engagement, system partners have expressed interest and identified opportunities with additional funding support for increased collaboration and integrated response to provide services (e.g., mental health calls).
- **Public education on the role of police** – Promote a comprehensive understanding of the role of police tailored to particular community groups through educational videos, school assemblies, community group meetings etc. This public education should be inclusive and accessible: e.g., sign translation, accessible fonts, visible diversity amongst the speakers.

Key challenges & opportunities for improvement | Governance & Legislation

Identified below are a sample of the current state challenges and opportunities for improvement per the Governance and Legislation operating model layer.

Key Challenges

- **Increased transparency and accountability** – Members of the public and visibly diverse officers identified a concern regarding transparency of ongoing investigations of complaints filed for and against officers, leading to mistrust that the system will not hold officers accountable to poor treatment of citizens or will not protect officers against unjust complaints.
- **High board vacancy rates impede ability to gain momentum** – Long-term vacancies and high turnover rates on police boards and advisory boards impact ability to gain momentum and address community priorities. Many participants noted not having a Provincially appointed representative on their board.
- **The process to appoint a provincial representative is lengthy** – Participants described the need for a more formalized and efficient process to appoint Provincial representatives on police boards. For those who are appointed, there are minimal to no channels to share back priorities to DOJ.
- **More diversity and community representation on police boards and advisory boards is needed** – Participants described the need for more diverse membership on police boards and advisory boards, with suggestions for designating seats to enhance community representation.
- **Police officers are spending an increasing amount of time in hospitals due to obligations outlined in IPTA** – IPTA requires presence by police officers and does not support sustainability or appropriate use of police resources.

Opportunities for Improvement

- **Increased transparency of police complaints and investigations of misconduct** – Community members called for increased transparency to the public on ongoing cases and to ensure citizens are informed on the status of the complaints made against officers. Following investigations of misconduct, respondents called to ensure that officers are held accountable for their actions. There is also an opportunity to ensure appropriate transfer between oversight authorities so that complaints are not automatically handed back to the chief of police, thereby creating a perception of a lack of accountability.
- **Re-evaluate the need for a provincially appointed representative on police boards** – Many board members reported vacancies in the Provincially appointed board positions. This presents an opportunity to remove the role and responsibility of Provincially appointed representatives on police boards and make space for needed diversity and/or capabilities.
- **Examine peace officer role outlined in IPTA** – The Department of Justice and the Office of Addictions and Mental Health are working collaboratively to identify possible solutions.
- **Training and education for police boards and advisory boards** – There is an opportunity to standardize training and education for police boards and advisory boards to enhance governance and oversight across the province.
- **Intake coordination between oversight authorities** – There is an opportunity to coordinate intake and/or triage of initial complaints or disputes to respective bodies so there is clarity among the public and police officers attempting to file a complaint.
- **Formalize “handshake agreements” and inter-service MOUs** – Establish official and documented agreements for policing service delivery and pay-for-services.
- **Amend responsibilities within the NS Police Act** – Although the *NS Police Act* was not overtly discussed, amendments to the *NS Police Act* in alignment with the preferred policing models recommended to reduce confusion regarding responsibilities for policing in the province.

Key challenges & opportunities for improvement | Policy & Processes

Identified below are a sample of the current state challenges and opportunities for improvement per the Policy & Processes operating model layer.

Key Challenges

- **Police officers spend a significant amount of time on administrative tasks, including manual workarounds** – Frontline officers referred to the manual workarounds associated with the process for creating and/or updating files in RMS. For example, police officers provided the example of having to manually scan and upload photos of their notes for each incident.
- **Ambiguity pertaining to proper process to share complaints** – There is some ambiguity among the public and within police services on the proper processes and forums to share complaints or to action dispute resolution.
- **Confusion on roles and responsibilities during joint response** – Further clarity is required amongst police and system partners as it relates to roles and responsibilities when jointly responding to crimes and incidents. This includes role clarity while working with other government departments and overlapping jurisdictional boundaries. For example, responding to a mental health crises and transporting clients to hospitals, as well as responding to mid-level crimes that are interprovincial (e.g., Amherst, NS and Sackville, NB) or responding to large-scale incidents.
- **Investigative skills and knowledge of proper protocol varies** – There is some inconsistency in awareness of proper protocol or process by officers when interacting with system partners, such as public prosecution or health providers, leading to delays.

Opportunities for Improvement

- **Streamline administrative processes and reduce manual entry**– Streamline processes to reduce administrative burden (e.g., enable app features, allowing police officers to log photos and notes directly in RMS) and manual workarounds, freeing up capacity for police officers to spend on core policing.
- **Clarify roles and responsibilities in *NS Policing Standards* and integrated response** – There is an opportunity for the DOJ to consider clarifying the roles and responsibilities of police services outlined in the Policing Standards or through formal RACI (Responsible, Accountable, Consulted, Informed) frameworks.
- **Further clarification on process to submit complaints** – Many public respondents and system partners alluded to there being confusion around the proper channels to submit complaints related to police and called for ‘single door’ intake.
- **Evolving role of policing and needs of the community will require adaptable policies and processes** – Changing demographics, the evolution of crime, the role that technology continues to play in today's world and more will heavily impact policies and procedures for policing. Routine assessments are recommended to ensure that policies and processes align to meet the needs of current day community, police services and system partners and SOPs should be designed to be agile and resilient.

Key challenges & opportunities for improvement | People & Organization

Identified below are a sample of the current state challenges and opportunities for improvement per the People & Organization operating model layer.

Key Challenges

- **Lack of training and resources** – Survey respondents and communities engaged identified experiences where they perceived that the police lacked appropriate training and awareness in areas such as mental health, de-escalation techniques, and interacting with groups, such as survivors, historically marginalized communities and persons with disabilities, with awareness and sensitivity to needs.
- **High vacancy rates** – Many services noted that there are a significant amount of ‘soft’ and ‘hard’ vacancies for frontline officers across the province, contributing to growing overtime requests and employee burnout. This is especially challenging for integrated teams as vacancies limit ability to complete their tasks.
- **Recruitment challenges** – The recruitment of police officers is a challenge across the province. Many officers referred to the concern that policing is not considered a desirable career due to the attention to misconduct and inappropriate behaviour by certain officers. Additionally, women, visibly diverse persons, Indigenous peoples, and persons experiencing disabilities identified a range of recruitment barriers, which contribute to reducing the pool of ED&I candidates.
- **Interservice transitions** – Some officers within the province have moved to different police agencies with more competitive benefits and/or shift schedules. This is creating a perception that police services are competing for the same provincial talent.
- **Workload management** – Frontline officers are struggling to maintain their shift workload due to the increasing number of vacancies, administrative duties, and mandatory training and education requirements.
- **Lengthy recruitment cycles** – There are challenges with processing recruitment applications in a timely manner due to administrative inefficiencies, causing some potential cadets and recruits to withdraw interest in the application.
- **Common shift schedules** – Some officers noted that not having a common shift schedule with neighboring police services can create gaps in staffing and impede surge capacity.

Opportunities for Improvement

- **Improve officer training and resources** – Respondents and community members called for extensive training on mental health, de-escalation, bias reduction and cultural sensitivity for officers, especially when responding to non-threatening situations with vulnerable populations.
- **Provide accessibility training for officers** – Participants expressed a desire for more training for officers regarding the needs of persons with disabilities and reducing able-bodied assumptions. Additionally, participants called to ensure policing services were made more accessible as well, such as non-verbal reporting to 9-1-1.
- **Increasing efforts to recruit visible minority officers** – Diversifying recruitment approaches to be more inclusive and understanding of cultural customs, colonial histories and reducing barriers for individuals from visible minority communities to become officers.
- **Streamline recruitment process** – There are opportunities to refine recruitment processes to get applications processed more efficiently and advance recruits through training and deployed in a timely manner.
- **Increase training capacity** – Increase police training capacity within the province for all services to support resource demands and integrated training. For example, the RCMP received the highest number of applicants in a decade last year, with 17,672 (2023/24) regular member applications, resulting in 40 troops of 32 cadets per year.
- **Increase collaboration with service delivery partners** – There is an opportunity to explore how non-criminal calls for service can be supported by alternative service delivery partners / roles (e.g., Community Safety Officer, social workers).
- **Joint training delivery** – Develop joint training opportunities (e.g., use of force) with RCMP and municipal police services to participate in together.
- **Review forecasting procedures** – Update forecasting procedures. RCMP officers noted that the GDPRM analysis uses data that is out of date and results in resourcing requirements can be inaccurate at time of completion.
- **Invest in retention incentives** – To improve retention efforts, services may consider investing funds to offer signing bonuses, as well as to pay for cadet training with the agreement that once graduated, the recruit will serve in the municipal service for a minimum fixed term. This bonus approach may also prove beneficial to retain experienced officers and reduce barriers to those of lower socioeconomic experiences.

Key challenges & opportunities for improvement | Technology & Data

Identified below are a sample of the current state challenges and opportunities for improvement per the Technology & Data operating model layer.

Key Challenges

- **Multiple RMS Systems** – The existence of three separate RMS systems, along with numerous other public safety databases, presents a significant barrier to interoperability, integrated response, and timely information sharing between police services across the province. Many system partners expressed interest in a single provincial RMS, Computer-Aided Dispatch (CAD), and consolidated dispatch centres to enhance inter-service investigations and response. Furthermore, select calls for service data purges in PROS after 2 years, making historical data challenging to track and maintain for reporting and trend analysis.
- **Outdated vehicle technology** – Frontline technology, such as in-car operating, navigation, and mapping systems, is outdated and inefficient, leading some officers to rely on mobile applications like Google Maps instead. The use of outdated systems also restricts officers' ability to work from their vehicles or upload digital evidence to CADs, which can contribute to increased overtime. Additionally, the absence of comprehensive officer tracking across all services results in siloed and incomplete visibility of officer locations within the province.
- **Radio communication channels** – There is a challenge with routine access via radio communications systems between municipal services and the RCMP. Many municipal services who collaborate closely with neighbouring RCMP detachments find the process of patching through to shared radio channels on a request basis to be cumbersome.
- **Limited services opted Into Alert Ready** – Not all police services have opted into direct access to manage Alert Ready functions despite opportunities to do so. This creates additional risk for managing alert communications to the public during emergencies. Alert Ready is owned and operated by NSEMO, however does not have dedicated resources or 24/7 operations.
- **CADs report incident types differently** – The use of multiple CAD systems by various services, combined with limited system integration, makes it difficult to report crime statistics consistently across the province. Incident types are not standardized, leading to inconsistencies in reporting and data collection.

Opportunities for Improvement

- **Leverage technology to improve accountability** – Several community groups called to implement camera surveillance in communities and for police officers to wear body cameras for evidence and accountability. Communities engaged and visibly diverse officers called for body worn cameras to promote appropriate and safe interactions by the officer and the public.
- **Transition to a single RMS** – There is interest from system partners to transition to one, centralized RMS that would benefit officers across the province and improve information sharing across jurisdictions.
- **Opting into Alert Ready** – Direct access to the Alert Ready service is accessible for all police services in the province to opt-into, with the NS Emergency Management Office (EMO) offering routine training. Police services using the service directly will streamline the right people with the right information making decisions on sending communications and alleviate bottlenecks and resource constraints at the EMO.
- **Standardizing information requests from system partners** – A number of system partners rely on information from police services to deliver services (e.g., The Public Prosecution Service (PPS)). Standardizing information requests and/or identifying a system partner liaison position to support with information gathering and filling in blanks, particularly to alleviate the challenge of officer turn-over on case files.
- **Streamline administrative work using technology** – There is an opportunity to reduce the administrative burden placed on officers (e.g., completing Information to Obtain (ITO) paperwork or transferring notes to the CAD system) by reviewing applications that enable speech-to-text, note summary functions and others to expedite completion of routine forms.
- **Explore opportunities for Artificial Intelligence (GenAI) in policework** – Further investigation into how GenAI and automation might be able to create efficiencies for police officers.

Key challenges & opportunities for improvement | Infrastructure, Equipment & Fleet

Identified below are a sample of the current state challenges and opportunities for improvement per the Infrastructure, Equipment & Fleet operating model layer.

Key Challenges

- **Outdated infrastructure** – Combined with the rising maintenance and repair cost for infrastructure upkeep, some municipal infrastructure dedicated for police-use is out of date or are now too small to handle capacity (e.g., holding cells and detachment buildings).
- **Time spent on transportation** – Transportation to holding cells, court, hospitals, and penitentiaries removes officers from the community with greater impact observed in rural communities, where officers are more likely required to travel further to more urban centres where key infrastructure like hospitals are located.
- **Access to technology** – Currently, some municipal police agencies do not have access to in-vehicle computers and/or do not have computer-aided dispatch systems.

Opportunities for Improvement

- **Expand training facility capacity** – Additional training facilities and trainer capacity is required to provide integrated training to all interested policing services.
- **Integration with community partners** – Collaborating with neighbouring police services and/or other service providers within the community or jurisdiction will allow the opportunity to share resources, including for example holding cells, administrative offices or fleet.
- **Additional marked vehicles to increase visibility** – Additional marked police vehicles patrolling high traffic areas and communities for increase police visibility can support crime prevention and feeling of safety for the public.
- **Layered policing** – Through layered policing and the development of enhanced Special Constable/ Community Safety Officer Programs, non-police personnel could assist in responding to social concerns.



5

Police operating model options



5.1

Foundational changes

Foundational changes to improve policing in Nova Scotia

To improve policing services in Nova Scotia, DOJ can implement the following foundational changes.

The following **changes are considered foundational to improving policing services in Nova Scotia, irrespective of the preferred policing model(s).** These changes are considered essential to laying the groundwork for the successful implementation of a new police operating model.



Standardize technology and information sharing

It is pertinent for public safety that police services transition to a single RMS and that standardized practices are implemented provincially for the use of technology and exchange of information across policing services, at minimum.



Ensure appropriate police staffing across Nova Scotia

Explore solutions to enhance visibility and community engagement through appropriate staffing of police resources across the province.



Adopt layered policing to support community policing initiatives

Layered policing integrates sworn police officers with other service providers with differentiated authorities, such as Community Safety Officers, civilianization of administrative roles, etc. Jurisdictions are adopting layered policing to build and maintain relationships with community, provide operational support to community policing initiatives, generate cost efficiencies, and mitigate recruitment and retention challenges faced by sworn officers.



Revamp police oversight systems for greater community involvement

It is critical that communities continue to be involved and have oversight of their policing services. A model that enables strong community involvement and enables effective collection and resolution of concerns and issues needs to be developed and implemented.



Add to, and strengthen policing standards

Augment and add new provincial policing standards to improve service delivery consistency across the province.



Explore alternative funding/billing models for municipalities policed by RCMP

Consider alternative funding models that better meet the needs of the province and ensures fairness in resource allocation across communities. E.g., Alberta, Québec, etc.

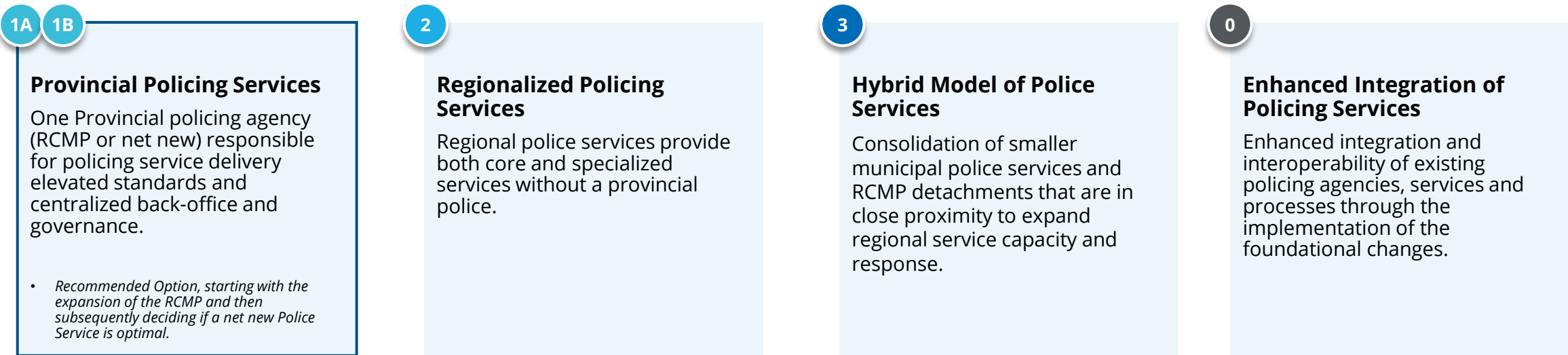


5.2

Police operating model options

Overview of police model options

Based on extensive engagement with system partners, the public, community groups and comparable jurisdictions, findings from the current state analysis and leading industry practices, **three police operating model options have been identified** for DOJ to accelerate their efforts to improve policing services in Nova Scotia. In addition, foundational changes identified, in ‘Enhanced Integration of Policing Services’, that were identified that can be implemented to improve current state policing services, irrespective of the preferred police model. Based on the analysis in this report, and other supporting work products, option 1 is the recommended option.



Foundational changes serve as a baseline to improve policing services. They have been integrated across each police model option within this Report.

How to read the high-level operating model option summaries

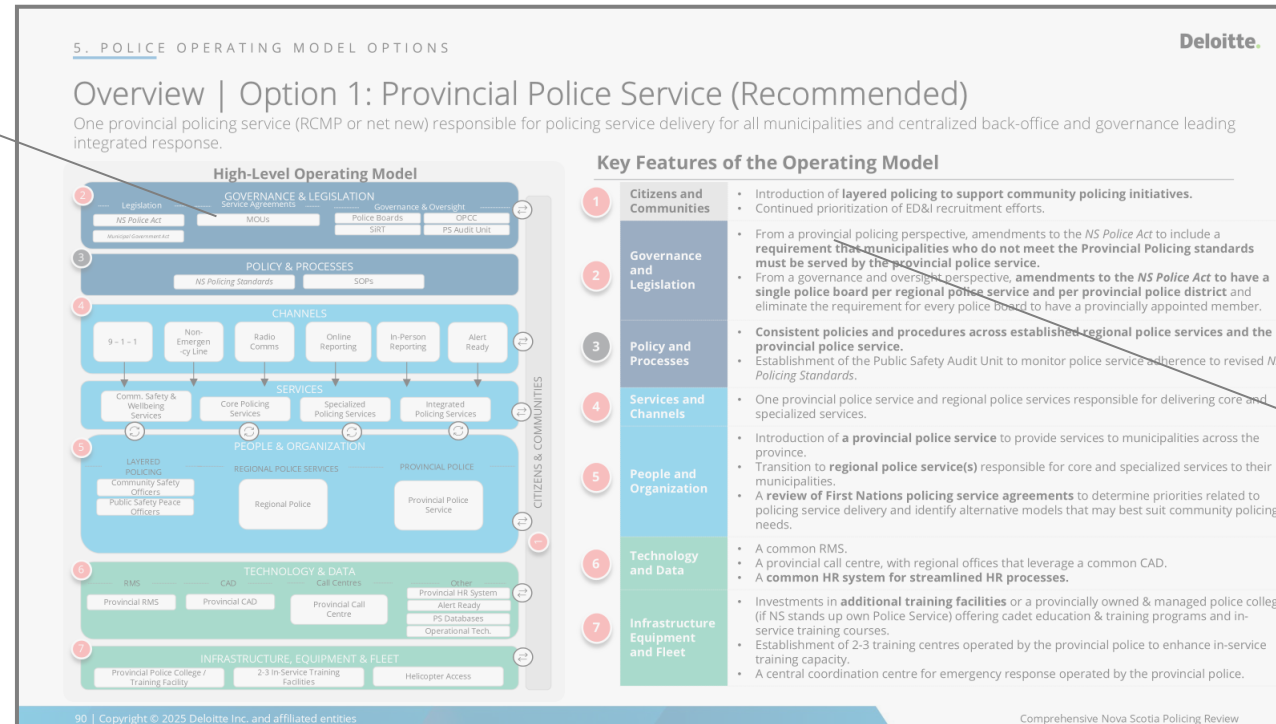
A high-level summary was developed for each operating model option to showcase key features of the operating model across the seven layers of the police operating model framework. The summary also indicates key changes from status quo and the operating model option alignment to the design principles.

High-level Operating Model

A single view of seven operating model layers:

- **Citizens & communities:** Community safety and wellbeing initiatives that drive public safety.
- **Services & channels:** Services provided by police services and how they interact with citizens.
- **Governance & legislation:** Policing governance and oversight authorities and legislative requirements.
- **Policy & processes:** Policies and processes that enable policing services.
- **People and organization:** Policing organizational structure(s) and capabilities to deliver policing services.

- **Technology & data:** The governance, management and use of technology and data to enable policing services.
- **Infrastructure, equipment, & fleet:** Real-estate, equipment, and fleet used by police services.



Key Features of the Operating Model

An overview of the key features of the operating model across the seven layers of the police operating model framework. Bolded text are highlighted features of each operating model.

Key highlights | Option 1: Provincial Policing Service (Recommended)

Key highlights for this option include the introduction of layered policing, establishment of a provincial police service (RCMP or new provincial policing service) and regional police services, a single provincial RMS, a provincial call centre, a single provincial CAD, a common HR system, a provincially owned and managed police college, and implementation of the foundational changes.

Key Highlights

- ✓ Implementation of **layered policing** to support community policing initiatives and non-emergency calls for service (e.g., foot patrol, hospital transfers, wellness checks, etc.). This can be advanced through roles such as Community Safety Officers.
- ✓ Establish that the **provincial police service will provide services to municipalities across the province** and be responsible for providing core and specialized services to municipalities that do not meet the NS Policing Standards.
- ✓ Transition to a **single provincial RMS** for improved information sharing, collaboration and data integrity across police services.
- ✓ Establishment of a **provincial call centre**, with regional offices that leverage a **common computer-aided dispatch (CAD) solution**.
- ✓ A common **HR system** for streamlined HR processes.
- ✓ If NS Provincial Police Service is stood up, this would require the development of **additional training facilities or a provincially owned and managed police college** that offers cadet education and training programs and in-service training courses.
- ✓ Implementation of the **foundational changes**.

Alignment to Design Principles (High)



Interoperability | Promotes the ability of police services to effectively communicate, share information, and collaborate with each other at a local, regional, provincial level. It aims to break down the barriers and silos that may exist between different police services, enabling them to work together efficiently and enhance public safety.



Equitable Access | Promotes the ability for all Nova Scotians to have equitable access to policing services and receive a consistent level of service delivery.



Service Optimization | Promotes the optimization of resources, processes, and technology within police services for improved service delivery. This includes enhancements to public facing services, ensuring more efficient, effective, and user-friendly experiences for the public.



Operational Effectiveness | Promotes the optimization of resources, collaboration, investments in training and technology, and performance measurement to maximize the effectiveness and efficiency of police operations.



Community & Officer Informed | Promotes the importance of actively involving both the community and police officers in decision-making processes, policies, and practices. It recognizes that effective policing requires collaboration, transparency, and mutual understanding between law enforcement services and the communities they serve.



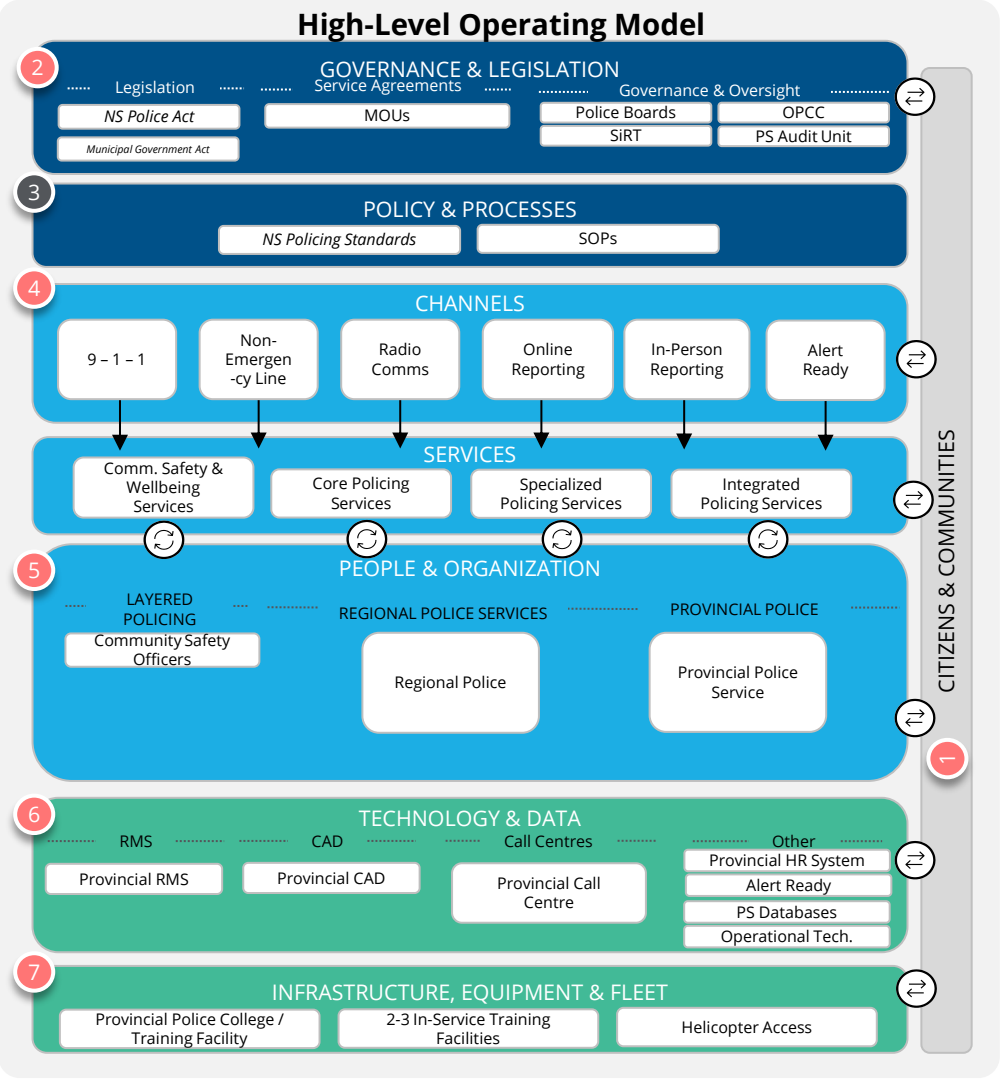
Officer Safety & Wellbeing | Promotes the physical, mental, and emotional health of police officers, enabling career fulfillment and supporting overall quality of life.

Key risks/challenges:

- Increases criticality of relationship with the RCMP, inclusive of the current Federal Policing whitepaper.
- Shifting directly to a full provincial police service would have significant costs and complexity, while managing actively public safety.
 - Please note, it is recommended that the province first transition to this option with the RCMP, leaving a decision to shift to a provincial police service to later date.

Overview | Option 1: Provincial Police Service (Recommended)

One provincial policing service (RCMP or net new) responsible for policing service delivery for all municipalities and centralized back-office and governance leading integrated response.



Key Features of the Operating Model

1	Citizens and Communities	<ul style="list-style-type: none">Introduction of layered policing to support community policing initiatives.Continued prioritization of ED&I recruitment efforts.
2	Governance and Legislation	<ul style="list-style-type: none">From a provincial policing perspective, amendments to the <i>NS Police Act</i> to include a requirement that municipalities who do not meet the Provincial Policing standards must be served by the provincial police service.From a governance and oversight perspective, amendments to the NS Police Act to have a single police board per regional police service and per provincial police district and eliminate the requirement for every police board to have a provincially appointed member.
3	Policy and Processes	<ul style="list-style-type: none">Consistent policies and procedures across established regional police services and the provincial police service.Establishment of the Public Safety Audit Unit to monitor police service adherence to revised <i>NS Policing Standards</i>.
4	Services and Channels	<ul style="list-style-type: none">One provincial police service and regional police services responsible for delivering core and specialized services.
5	People and Organization	<ul style="list-style-type: none">Introduction of a provincial police service to provide services to municipalities across the province.Transition to regional police service(s) responsible for core and specialized services to their municipalities.A review of First Nations policing service agreements to determine priorities related to policing service delivery and identify alternative models that may best suit community policing needs.
6	Technology and Data	<ul style="list-style-type: none">A common RMS.A provincial call centre, with regional offices that leverage a common CAD.A common HR system for streamlined HR processes.
7	Infrastructure Equipment and Fleet	<ul style="list-style-type: none">Investments in additional training facilities or a provincially owned & managed police college (if NS stands up the NS Provincial Police Service) offering cadet education & training programs and in-service training courses.Establishment of 2-3 training centres operated by the provincial police to enhance in-service training capacity.A central coordination centre for emergency response operated by the provincial police.

Key highlights | Option 2: Regionalized Policing Services (Not Recommended)

Key highlights for this option include the introduction of layered policing, establishment of 3-4 regional police services, a single provincial RMS, a provincial call centre, a single provincial CAD, and implementation of the foundational changes. Costs will be incurred by regions (municipalities) instead of a cost-share between levels of government.

Key Highlights

- ✓ Implementation of **layered policing** to support community policing initiatives and non-emergency calls for service (e.g., foot patrol, hospital transfers, wellness checks, etc.). This can be advanced through roles such as Community Safety Officers.
- ✓ Establishment of **regional police services** responsible for the delivery of core and specialized services, with no provincial police service.
- ✓ Transition to a **single provincial RMS** for improved information sharing, collaboration and data integrity across police services.
- ✓ Establishment of a **provincial call centre**, with regional offices that leverage a **common computer-aided dispatch (CAD) solution**.
- ✓ Implementation of applicable **foundational changes**.

Alignment to Design Principles (Minimal)



Interoperability | Promotes the ability of police services to effectively communicate, share information, and collaborate with each other at a local, regional, provincial level. It aims to break down the barriers and silos that may exist between different police services, enabling them to work together efficiently and enhance public safety.



Equitable Access | Promotes the ability for all Nova Scotians to have equitable access to policing services and receive a consistent level of service delivery.



Service Optimization | Promotes the optimization of resources, processes, and technology within police services for improved service delivery. This includes enhancements to public facing services, ensuring more efficient, effective, and user-friendly experiences for the public.



Operational Effectiveness | Promotes the optimization of resources, collaboration, investments in training and technology, and performance measurement to maximize the effectiveness and efficiency of police operations.



Community & Officer Informed | Promotes the importance of actively involving both the community and police officers in decision-making processes, policies, and practices. It recognizes that effective policing requires collaboration, transparency, and mutual understanding between law enforcement services and the communities they serve.



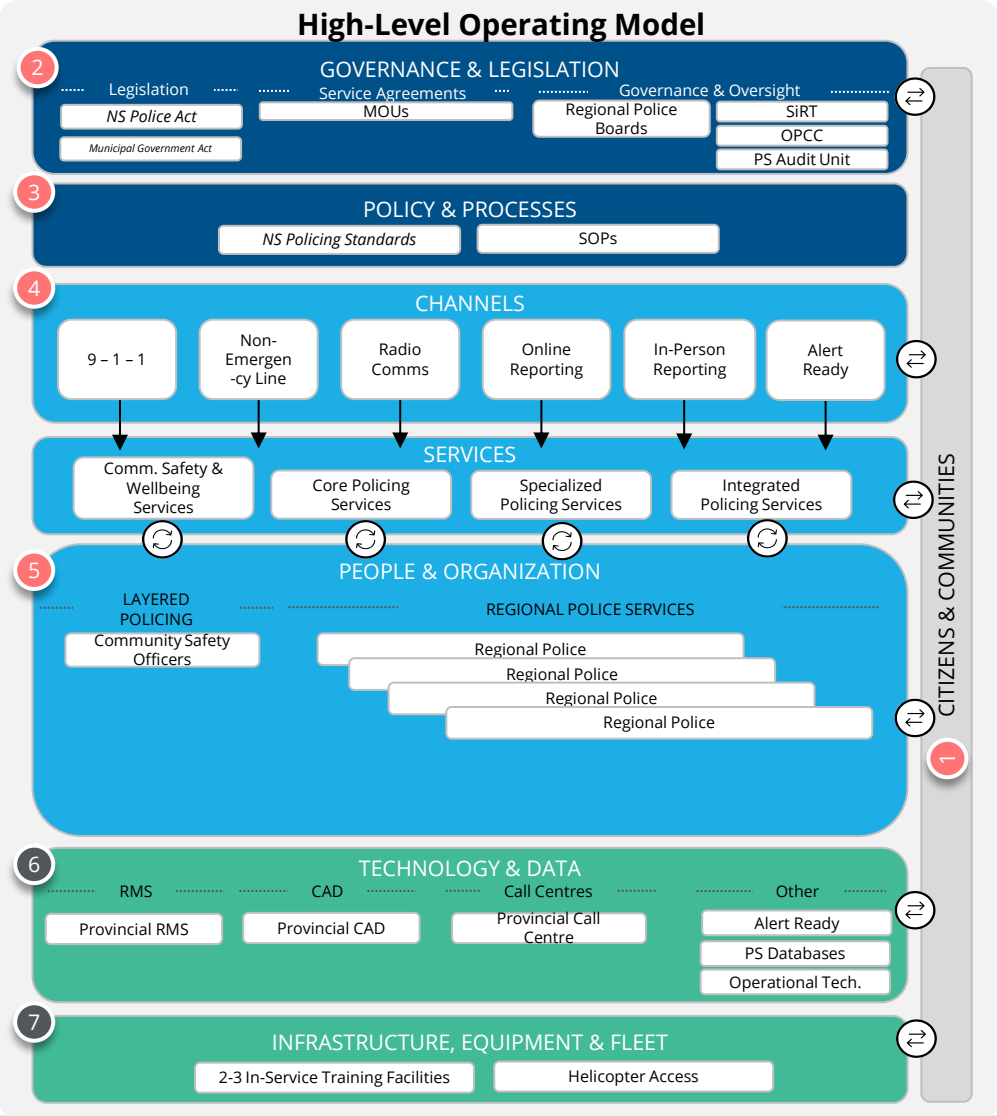
Officer Safety & Wellbeing | Promotes the physical, mental, and emotional health of police officers, enabling career fulfillment and supporting overall quality of life.

Key risks/challenges:

- This option reduces, however continues to enable the challenges that exist today, inclusive of duplication of services, lack of integration, lack of ability to achieve economies of scale for technological and data infrastructure investment, etc.
- This option would require the stand up of significant policing infrastructure inclusive of forensic capabilities, specialized crime units, etc., as the RCMP would be exiting the province
- This option puts significant cost burden on municipalities.

Overview | Option 2: Regionalized Policing Services (Not Recommended)

Regionalized policing model where regional police services provide both core and specialized services.



Key Features of the Operating Model

Indicates key change

1	Citizens and Communities	<ul style="list-style-type: none">Introduction of layered policing to support community policing initiatives.Continued prioritization of ED&I recruitment efforts to ensure that police officers meet the needs of the communities they serve (e.g., language proficiency, cultural competency, etc.).
2	Governance and Legislation	<ul style="list-style-type: none">From a governance and oversight perspective, amendments to the NS Police Act to have a single police board per region and eliminate the requirement for every police board to have a provincially appointed member.From a layered policing perspective, amendments to the NS Police Act to expand the scope of related public safety roles.Updated Municipal Government Act that specifies the requirement for municipalities to contract a Regional Police Service to deliver core and specialized services.
3	Policy and Processes	<ul style="list-style-type: none">Consistent policies and procedures across established regional police services.Establishment of the Public Safety Audit Unit to monitor police service adherence to revised NS Policing Standards.
4	Services and Channels	<ul style="list-style-type: none">Establishment of regional police services responsible for the delivery of core and specialized services.Due to the absence of a provincial police service, regional police services will be required to determine strategies and resources for surge capacity, intelligence and specialized capabilities, and integrated response units.
5	People and Organization	<ul style="list-style-type: none">Introduction of regional police services, with no provincial police service. Decision-making and resource allocation is distributed across the regional police services.
6	Technology and Data	<ul style="list-style-type: none">A common records management system (RMS).A provincial call centre, with regional offices that leverage a common computer-aided dispatch (CAD) solution.The development of standards for information capturing within public safety databases and digital evidence management systems.Introduction of standards for the use of operational technologies such as body-worn and in-car cameras, and tracking devices.
7	Infrastructure, Equipment and Fleet	<ul style="list-style-type: none">Investments in 2-3 in-service training facilities to enable integrated training opportunities.Introduction of a central coordination centre for emergency response operated by DOJ with support from regional police services.

Key highlights | Option 3: Hybrid Model of Police Services (Not Recommended)

Key highlights for this option include the introduction of layered policing, consolidation of smaller municipal police services and RCMP detachments in close proximity, pay-for-use service model for specialized services, a single provincial RMS, a provincial call centre, a single provincial CAD, and implementation of the additional foundational changes.

Key Highlights

- ✓ Implementation of **layered policing** to support community policing initiatives and non-emergency calls for service (e.g., foot patrol, hospital transfers, wellness checks, etc.). This can be advanced through roles such as Community Safety Officers.
- ✓ A **reduction in the existing number of police services** through the consolidation of smaller municipal police services and RCMP detachments that are in close proximity to expand regional service capacity.
- ✓ Introduction of a **pay-for-use service model for specialized services** whereby police services who do not have the capability to deliver their own specialized services will be required to acquire these services through a pay-for-use model via the RCMP or a municipal police service.
- ✓ Transition to a **single provincial RMS** for improved information sharing, collaboration and data integrity across police services.
- ✓ Establishment of a **call centre with provincial span**, with regional offices that leverage a **common computer-aided dispatch (CAD) solution**.
- ✓ Implementation of additional **foundational changes**.

Alignment to Design Principles (Minimal to Moderate)



Interoperability | Promotes the ability of police services to effectively communicate, share information, and collaborate with each other at a local, regional, provincial level. It aims to break down the barriers and silos that may exist between different police services, enabling them to work together efficiently and enhance public safety.



Equitable Access | Promotes the ability for all Nova Scotians to have equitable access to policing services and receive a consistent level of service delivery.



Service Optimization | Promotes the optimization of resources, processes, and technology within police services for improved service delivery. This includes enhancements to public facing services, ensuring more efficient, effective, and user-friendly experiences for the public.



Operational Effectiveness | Promotes the optimization of resources, collaboration, investments in training and technology, and performance measurement to maximize the effectiveness and efficiency of police operations.



Community & Officer Informed | Promotes the importance of actively involving both the community and police officers in decision-making processes, policies, and practices. It recognizes that effective policing requires collaboration, transparency, and mutual understanding between law enforcement services and the communities they serve.



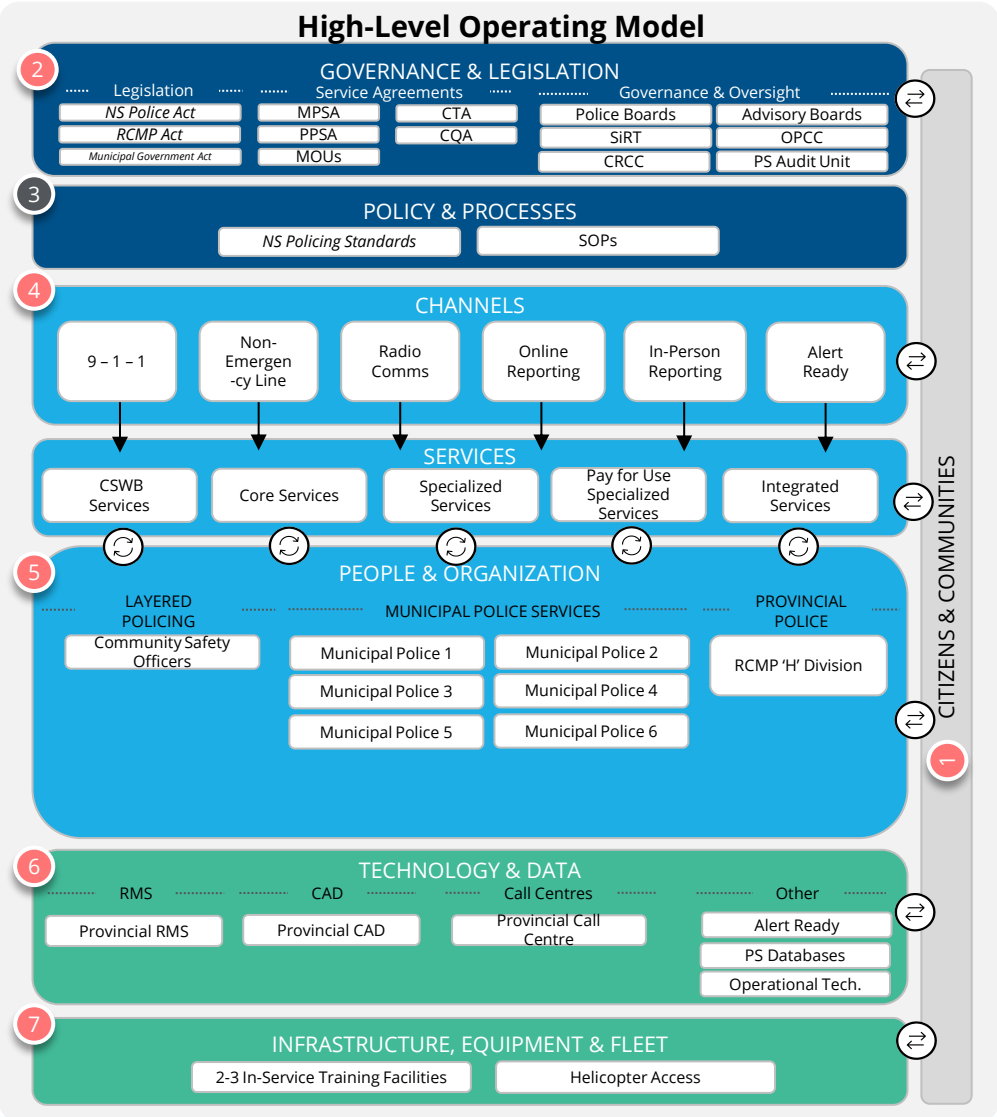
Officer Safety & Wellbeing | Promotes the physical, mental, and emotional health of police officers, enabling career fulfillment and supporting overall quality of life.

Key challenges/risks:

- This option reduces, however continues to enable the challenges that exist today, inclusive of duplication of services, lack of integration, etc.
- This option challenges equitable access to police service given it's continued reliance on pay for use specialized services.

Overview | Option 3: Hybrid Model of Police Services (Not Recommended)

Consolidation of smaller municipal police services and RCMP detachments that are in close proximity to expand regional service capacity and response and meet or exceed the revised policing standards.



Key Features of the Operating Model



Indicates key change

1	Citizens and Communities	<ul style="list-style-type: none">Introduction of layered policing to support community policing initiatives.Continued prioritization of ED&I recruitment efforts to ensure that police officers meet the needs of the communities they serve (e.g., language proficiency, cultural competency, etc.).
2	Governance and Legislation	<ul style="list-style-type: none">From a governance and oversight perspective, amendments to the <i>NS Police Act</i> to streamline the total number of police boards and eliminate the requirement for every police board to have a provincially appointed member.From a layered policing perspective, amendments to the <i>NS Police Act</i> to expand the scope of related public safety roles.Formalized efforts to streamline the complaints process and improve integration across SIRT, OPCC, and CRCC.
3	Policy and Processes	<ul style="list-style-type: none">Development of standard operating procedures (SOPs) to provide guidance to police on roles and responsibilities associated with joint response.Establishment of the Public Safety Audit Unit to monitor police service adherence to revised <i>NS Policing Standards</i>.
4	Services and Channels	<ul style="list-style-type: none">Introduction of a pay-for-use service model for specialized services - police services who do not have the capability to deliver their own specialized services will be required acquire these services from the RCMP through a pay-for-use model.
5	People and Organization	<ul style="list-style-type: none">Consolidation of smaller municipal police services and RCMP detachments that are in close proximity to expand regional service capacity, thereby reducing the existing number of police services (from 11).
6	Technology and Data	<ul style="list-style-type: none">A common records management system (RMS).Introduction of a provincial call centre, with regional offices that leverage a common computer-aided dispatch (CAD) solution.The development of standards for information capturing within public safety databases and digital evidence management systems.Introduction of standards for the use of operational technologies such as body-worn and in-car cameras and tracking devices.
7	Infrastructure, Equipment and Fleet	<ul style="list-style-type: none">Investments in 2-3 in-service training facilities to enable integrated training opportunities.Introduction of a central coordination centre for emergency response operated by the provincial police.

Key highlights | Option 0: Enhanced Integration of Policing Services (Baseline)

Key highlights for this option include the introduction of layered policing, a transition to a single province Records Management System (RMS), streamlined governance and oversight processes, requirements for all services to have direct access to the Alert Ready System, and the implementation of additional foundational changes.

Key Highlights

- ✓ Implementation of **layered policing** to support community policing initiatives and non-emergency calls for service (e.g., foot patrol, hospital transfers, wellness checks, etc.). This can be advanced through roles such as Community Safety Officers.
- ✓ **Policing services remain status quo**, pending that all services adhere to the *NS Policing Standards*.
- ✓ Transition to **a single provincial RMS** for improved information sharing, collaboration and data integrity across police services.
- ✓ Streamlined governance and oversight, including **a decrease in the total number of police boards** and **elimination of the requirement for every police board to have a provincially appointed member**.
- ✓ Introduction of requirements for **all police services to have direct access to the Alert Ready System**.
- ✓ Implementation of additional **foundational changes** such as: standards for information capturing within public safety databases and digital evidence management systems; standards for the use of operational technologies; assessment of service agreements; exploration of alternative funding models; and investments in building back-office and operational capabilities.

Alignment to Design Principles (Minimal)



Interoperability | Promotes the ability of police services to effectively communicate, share information, and collaborate with each other at a local, regional, provincial level. It aims to break down the barriers and silos that may exist between different police services, enabling them to work together efficiently and enhance public safety.



Equitable Access | Promotes the ability for all Nova Scotians to have equitable access to policing services and receive a consistent level of service delivery.



Service Optimization | Promotes the optimization of resources, processes, and technology within police services for improved service delivery. This includes enhancements to public facing services, ensuring more efficient, effective, and user-friendly experiences for the public.



Operational Effectiveness | Promotes the optimization of resources, collaboration, investments in training and technology, and performance measurement to maximize the effectiveness and efficiency of police operations.



Community & Officer Informed | Promotes the importance of actively involving both the community and police officers in decision-making processes, policies, and practices. It recognizes that effective policing requires collaboration, transparency, and mutual understanding between law enforcement services and the communities they serve.



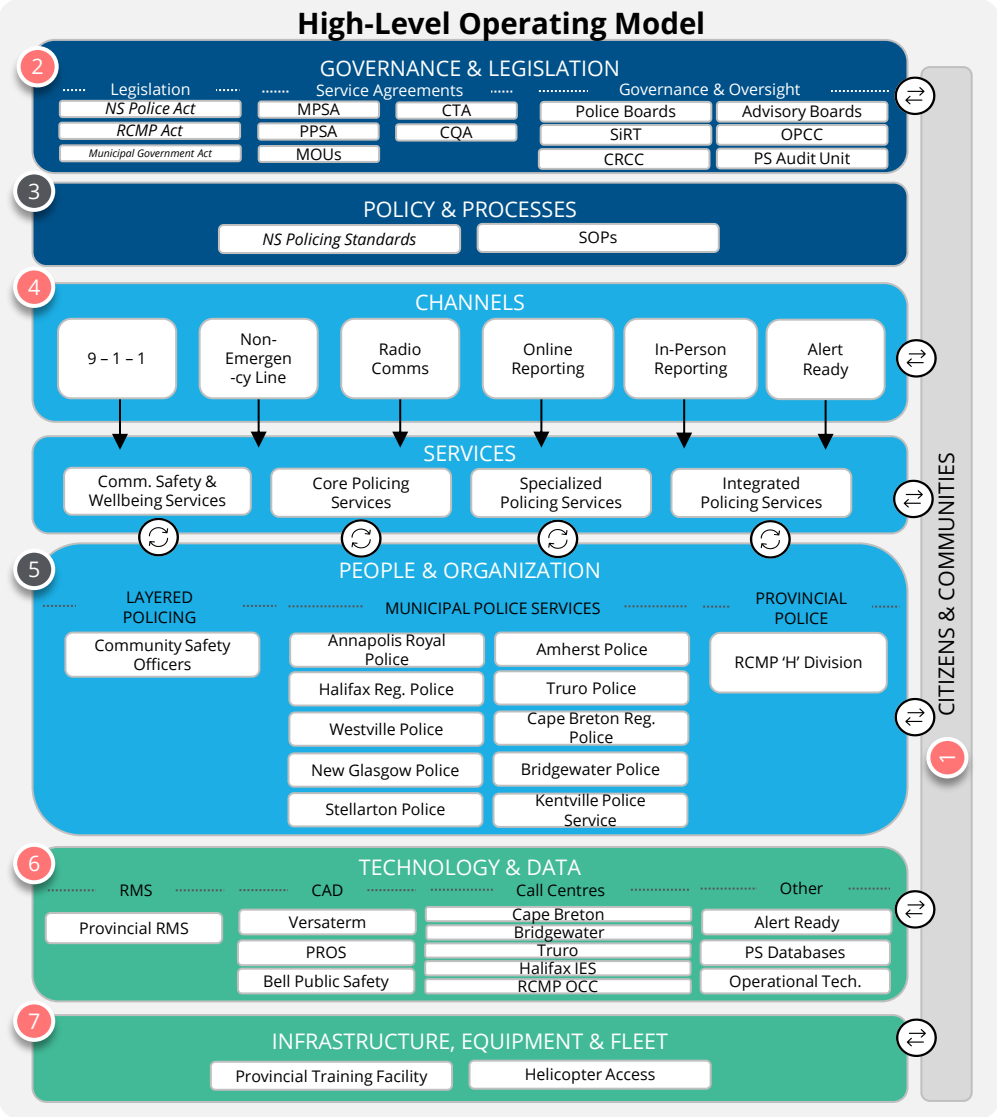
Officer Safety & Wellbeing | Promotes the physical, mental, and emotional health of police officers, enabling career fulfillment and supporting overall quality of life.

Statement:

- This option is a foundation for changes required across all options and is not expected to be considered in isolation.

Overview | Option 0: Enhanced Integration of Policing Services (Baseline)

Enhanced integration and interoperability of existing policing services, services and processes.



Key Features of the Operating Model

		Indicates key change
1	Citizens and Communities	<ul style="list-style-type: none">Introduction of layered policing to support community policing initiatives.Continued prioritization of ED&I recruitment efforts to ensure that police officers meet the needs of the communities they serve (e.g., language proficiency, cultural competency, etc.).
2	Governance and Legislation	<ul style="list-style-type: none">From a governance and oversight perspective, amendments to the NS Police Act to streamline the total number of police boards and eliminate the requirement for every police board to have a provincially appointed member.From a layered policing perspective, amendments to the NS Police Act to expand the scope of related public safety roles.Formalized efforts to streamline the complaints process and improve integration across SIRT, OPCC, and CRCC.
3	Policy and Processes	<ul style="list-style-type: none">Development of standard operating procedures (SOPs) to provide guidance to police on roles and responsibilities associated with joint response.Establishment of the Public Safety Audit Unit to monitor police service adherence to revised <i>NS Policing Standards (in-progress)</i>.
4	Services and Channels	<ul style="list-style-type: none">Formalized inter-service memorandums of understanding (MOUs) that support service delivery.Introduction of requirements for all police services to have direct access to the Alert Ready System.Introduction of layered policing initiatives, such as Community Safety Officer roles, etc.
5	People and Organization	<ul style="list-style-type: none">Continued development of ED&I recruitment and retention strategies.Investments in additional instructor positions and infrastructure for in-service training.Updated workforce forecasting planning processes.
6	Technology and Data	<ul style="list-style-type: none">Introduction of a common records management system (RMS).The development of standards for information capturing within public safety databases and digital evidence management systems.Introduction of standards for the use of operational technologies such as body-worn and in-car cameras and tracking devices.
7	Infrastructure, Equipment and Fleet	<ul style="list-style-type: none">Investments in provincially-owned training facilities to enable integrated training opportunities, and provincial capabilities for air services, such as a helicopter access for police services.

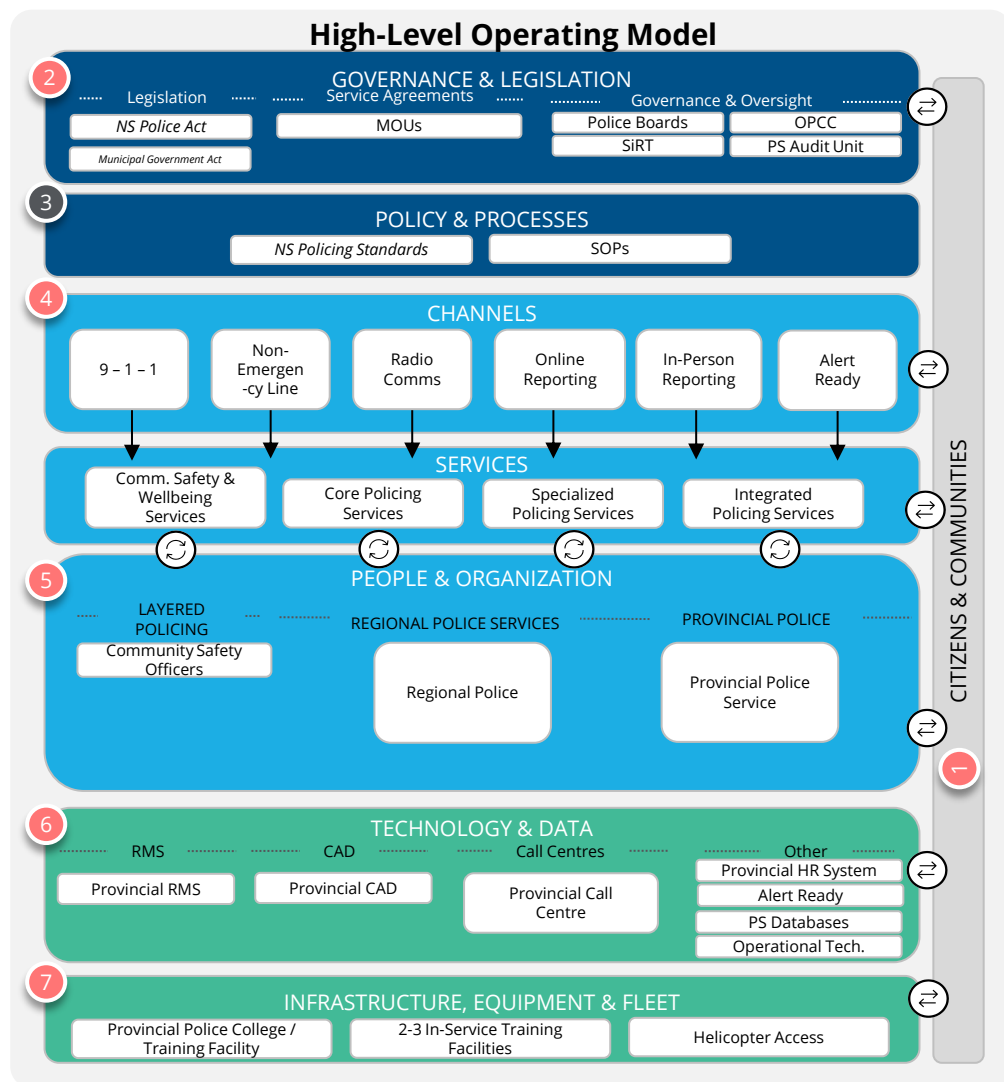


5.2.1

Option 1: Provincial Policing Service

Overview | Option 1: Provincial Police Service (Recommended)

One provincial policing service (RCMP or net new) responsible for policing service delivery for all municipalities and centralized back-office and governance leading integrated response.



Key Features of the Operating Model

1	Citizens and Communities	<ul style="list-style-type: none"> Introduction of layered policing to support community policing initiatives. Continued prioritization of ED&I recruitment efforts.
2	Governance and Legislation	<ul style="list-style-type: none"> From a provincial policing perspective, amendments to the <i>NS Police Act</i> to include a requirement that municipalities who do not meet the Provincial Policing standards must be served by the provincial police service. From a governance and oversight perspective, amendments to the NS Police Act to have a single police board per regional police service and per provincial police district and eliminate the requirement for every police board to have a provincially appointed member.
3	Policy and Processes	<ul style="list-style-type: none"> Consistent policies and procedures across established regional police services and the provincial police service. Establishment of the Public Safety Audit Unit to monitor police service adherence to revised <i>NS Policing Standards</i>.
4	Services and Channels	<ul style="list-style-type: none"> One provincial police service and regional police services responsible for delivering core and specialized services.
5	People and Organization	<ul style="list-style-type: none"> Introduction of a provincial police service to provide services to municipalities across the province. Transition to regional police service(s) responsible for core and specialized services to their municipalities. A review of First Nations policing service agreements to determine priorities related to policing service delivery and identify alternative models that may best suit community policing needs.
6	Technology and Data	<ul style="list-style-type: none"> A common RMS. A provincial call centre, with regional offices that leverage a common CAD. A common HR system for streamlined HR processes.
7	Infrastructure Equipment and Fleet	<ul style="list-style-type: none"> Investments in additional training facilities or a provincially owned & managed police college (if NS stands up own Police Service) offering cadet education & training programs and in-service training courses. Establishment of 2-3 training centres operated by the provincial police to enhance in-service training capacity. A central coordination centre for emergency response operated by the provincial police.

Provincial Policing Service | Citizens and Communities (1 of 2)

Identified below are key components of the Citizens and Communities operating model layer for Provincial Policing Services.

Key Features

1. Foundational change – Adopt layered policing to support community policing initiatives.

- **Building and maintaining relationships with community** – According to public engagement, there is a strong desire for community policing, where officers are seen as part of the community, building relationships with residents, and being approachable.
 - Layered policing can be advanced by leveraging related public safety roles, such as Community Safety Officers (CSOs), to attend community events, conduct foot patrols, support police with non-emergency calls for service and integrate with social services to respond to wellness calls.
 - The introduction of layered policing may be a potential solution to address the growing number of non-criminal calls for service, as reported by many police services engaged as part of the Review. CSOs can be unarmed and help deter crime and provide a sense of security to the community, especially in densely populated communities in Nova Scotia, such as those with universities.
- **Generating cost efficiencies** – Civilianization of administrative roles and the addition of CSOs create cost efficiencies in lieu of hiring sworn members.
 - Layered policing allows sworn officers to focus on proactive policing, investigations and emergency calls where Community Safety Officers can take over responsibilities such as hospital transfers.
- **Mitigating recruitment and retention challenges** – Layered policing also reduces recruitment barriers into public safety services with requirements more inclusive to socio-economic background and role-specific physical requirements.

Supporting References

- **Other provinces are leveraging layered policing models to support community policing initiatives** – In Manitoba, CSOs support police with criminal and non-criminal matters such as hospital transfers, crime and accident scene management, transporting detained persons, taking witness statements, receiving reports from the public, and helping persons access victim support services. In Saskatchewan, the Marshals Service provides an additional law enforcement presence across the province, by conducting proactive investigations and supporting police operations. In Alberta, Public Safety Peace Officers play a key role in healthcare facilities by attending calls for service ranging from property crime, to attending secure watches and providing security for patients, staff and visitors.
- **Nova Scotians reported a desire for enhanced police visibility and for police to have additional training to effectively respond to mental health crises** – According to the public survey issued as part of the Review, there a strong desire for police to have better training in areas such as mental health, de-escalation techniques, and handling complaints, especially in incidents involving historically marginalized communities.

Provincial Policing Service | Citizens and Communities (2 of 2)

Identified below are key components of the Citizens and Communities operating model layer for Provincial Policing Services.

Key Features

2. Enable changes to recruitment strategies so police officers are representatives of Nova Scotia's growing population and changing demographics.

- Nova Scotia's growing population and changing demographic requires police services to continue to ensure that police officers meet the needs of the communities they serve (e.g., language proficiency, cultural competency, etc.).
- Further effort to recruit ED&I personnel and provide cultural competency training to all officers will help reduce the additional responsibilities put on visibly diverse officers to uphold. This includes pressure to build relationships and represent the service in their personal time (coaching sports, leading youth groups), provide language translation services outside of regular shifts and be a constant reference for questions about cultural competency, creating an inequitable distribution of responsibilities between personnel.

Supporting References

- **The revised *NS Policing Standards* require “Enhanced cultural proficiency relative to community needs”** (pg. 52) for any policy, procedure, or protocol regarding community patrols as well as “recognition of specific cultural and/or religious requirements” (pg. 60) for any policy, procedure, or protocol regarding the search of a person.
- **Many individuals from Indigenous, African Nova Scotian and other diverse community groups engaged called for improved diversity in hiring police officers** as representation is meaningful to the community and seeing appropriate representation in the police would improve trust with the community.

Provincial Policing Service | Services and Channels (1 of 2)

Identified below are key components of the Services and Channels operating model layer for Provincial Policing Services.

Key Features

1. One provincial police service responsible for providing core and specialized services for all towns and municipalities.

- Amend *NS Policing Standards* to include a requirement that police services must have the resources, capability and capacity to provide core and specialized services within their jurisdictions.
- Municipalities may provide their own policing services if they are able to meet minimum core and specialized service delivery standards in alignment with the *NS Policing Standards*.
- Establish districts across the province for the provincial police leveraging current infrastructure to have offices for in-person reporting, house personnel and create a presence in communities taking into consideration rural and urban needs.
- District offices can serve as hubs for personnel and equipment, enabling the delivery of specialized services at the local level while maintaining flexibility; thereby building capacity across the province for critical response without being limited to a specific geographical area.
- Further enable the Public Safety Audit Unit to assess maturity and capability (i.e., the ability for services within the province to respond to mid-to-large scale events and proactively police crime).

2. Expand direct access to the Alert Ready System to all police services.

- Amend *NS Policing Standards* to include a requirement that all police services must have direct access to Alert Ready.
- The Alert Ready System is a National Public Alerting System used by government organizations to notify the public of emergencies and/or serious events. In Nova Scotia, Alert Ready is managed by the Nova Scotia Emergency Management Office (NSEMO). While all police services in the province were provided the opportunity for direct access, only RCMP and Halifax Regional Police have direct access to Alert Ready via NSEMO. Policing services who decided to not to take direct access are required to call Shubie Radio and send a completed Alert Ready Request Form, which can take up to a few hours.

Supporting References

- **Population thresholds** – In Québec, municipalities with a population of less than 50,000 are served by the provincial police service, the Sûreté du Québec, per [c. 12 s. 17](#) of the *Police Act*. Notably, a municipality that is served by the Sûreté du Québec and whose population reaches 50,000 inhabitants or more continues to be served by the Sûreté du Québec, unless it is authorized by the Minister. In order to request the authorization to be served by a municipal police force, the municipality must have held a public consultation and have sent a report on the consultation to the Minister.
- **Reports of inconsistent service delivery, especially in rural communities** – Many representatives from municipal police services and the RCMP noted the inconsistency in police service delivery across the province, especially in rural communities. This is aligned with the public's desire for increased police visibility, especially in rural communities or areas with large geographic boundaries.
- **Only two police services have direct access to the Alert Ready System** – To date only HRP and RCMP have direct access to Alert Ready, with the remaining 9 Municipal Police Services having chosen not to 'opt-in' to the Alert Ready System.

Provincial Policing Service | Services and Channels (2 of 2)

Identified below are key components of the Services and Channels operating model layer for Provincial Policing Services.

Key Features

3. Foundational change – Explore alternative funding/billing models for municipalities policed by RCMP

- DOJ will be required to design a new funding model for policing services in advance of implementing the selected police operating model. Modern funding models for policing services are reflective of service agreements, population of communities and the wealth of their assets, and/or required capabilities to appropriately deliver public safety, all while being flexible to accommodate surge capacity for critical response and the evolving nature of crime.
- Many municipalities referred to the increasing cost of policing, exacerbated by inflation, a rapidly growing population to serve and the modernization of crime, which is particularly burdensome for rural areas with smaller tax bases.

Supporting References

- **Innovative police fundings models have been implemented in other jurisdictions** – In Alberta, the [Police Funding Regulation](#) came into effect in April 2020 and was created to implement the Police Funding Model (PFM) in smaller communities (< 5000 residents) who under the previous model did not pay for municipal policing. The PFM considers municipal assets and population size to determine percentage paid for municipal policing. Small and rural communities started paying 10% of policing costs in 2020 and will work up to 30% by 2025. Funds collected to date have paid for an additional 300 officers.
- **The billing model in Québec considers municipal population and property value** – In Québec, the cost of police services provided by the SQ are determined through a tax calculation for each municipality and through the level of service the SQ provides (levels 1 – 6). The billing model takes into account municipal population, property value etc. For municipalities that share a regional police service, cost breakdown is calculated using the above as well as other factors determined in their shared service agreement.

Provincial Policing Service | Governance and Legislation (1 of 3)

Identified below are key components of the Governance and Legislation operating model layer for Provincial Policing Services.

Key Features

1. Foundational change – Revamp police oversight systems for greater community involvement.

- Explore opportunities to further integrate communities within police oversight systems. It is critical that communities continue to be involved and have oversight of their policing services.
- Community members called for increase transparency to the public on ongoing cases and to ensure citizens are informed on the status of the complaints made against officers. Following investigations of misconduct, respondents called to ensure that officers are held accountable for their actions.

2. Augment and add Policing Standards thresholds for municipal policing.

- Revise applicable Section of the *NS Police Act* to include a requirement that municipalities who do not achieve Provincial Policing Standards must be served by the provincial police service.

3. Streamline the police oversight and governance process for improved decision-making and increased accountability.

- Amend applicable sections within the *NS Police Act*, [specifically, sections 44 – 68](#), to consolidate and/or reduce the number of Municipal Boards of Police Commissioners and Police Advisory Boards to a single police board per regional police service and a single police board per provincial police district.
 - A total of 47 oversight boards – Municipal Boards of Police Commissioners and Police Advisory Boards – govern police services in the province in the current state. With fewer boards, it could become easier to coordinate and align strategies and policies across different municipalities, leading to more consistent and efficient oversight of police services
- Amend applicable sections within the *NS Police Act*, [specifically, sections 44 – 68](#), to eliminate the requirement for the appointment of a Department of Justice provincial appointee on Municipal Boards of Police Commissioners and Police Advisory Boards.
 - Many system partners highlighted the negative impact of long-term vacancies and high turnover rates on police boards, noting that these issues have hindered the ability to make progress and address community priorities effectively.

Supporting References

- **Population thresholds** – In Québec, municipalities with a population of less than 50,000 are served by the provincial police service, the Sûreté du Québec, per [c. 12 s. 17](#) of the *Police Act*. Notably, a municipality that is served by the Sûreté du Québec and whose population reaches 50,000 inhabitants or more continues to be served by the Sûreté du Québec, unless it is authorized by the Minister. In order to request the authorization to be served by a municipal police force, the municipality must have held a public consultation and have sent a report on the consultation to the Minister.
- **The Mass Casualty Commission Report referred to the need for fully staffed police boards and advisory boards** – Specifically, MCC recommendation (p. 61) states “Municipalities and the province of Nova Scotia should ensure that police boards and police advisory boards are fully staffed and performing their governance function”.

Provincial Policing Service | Governance and Legislation (2 of 3)

Identified below are key components of the Governance and Legislation operating model layer for Provincial Policing Services.

Key Features

4. Work with the Nova Scotia Association of Police Governance (NSAPG) to improve board oversight.

- Develop an onboarding manual for police governance in NS aligned to the new policing model, per the MCC recommendation, for the NSAPG to maintain and distribute to all boards.
- Work with the NSAPG to advise boards on targeted recruitment of key capabilities (examples include legal, financial, strategic) and the consideration of honorariums to advance well-functioning boards.
- Enable the NSAPG to hire an executive director that has focused capacity to engage with board chairs to collect emerging trends and issues and share them directly with PSSD and provide trainings to board members to advance improved governance.

5. Foundational change – Introduce layered policing by expanding the role and responsibility of related public safety roles.

- Amend applicable sections within the *NS Police Act* to introduce a layered policing model through the expansion of the role and responsibility of related public safety roles such as Community Safety Officers.
- The Office of Addictions and Mental Health (OAMH) is currently reviewing the obligations of police outlined in the *Involuntary Psychiatric Treatment Act* (IPTA) to identify if and how they could be assisted by other public safety roles when responding to calls where there is a mental health crisis. OAMH is encouraged to utilize Community Safety Officers in hospitals for transfers from police until the patient can be seen by a doctor.

Supporting References

- **Ontario has developed an online portal to manage complaints about police in the province** – The [Law Enforcement Complaints service \(LECA\)](#) is responsible for receiving, managing, and overseeing all public complaints about the police in Ontario. LECA's online portal offers resources for the public to learn about the complaints process and provides a convenient platform for submitting and tracking complaints online.
- **Other provinces have recently expanded the role of peace officer through *Police Act* amendments** – A number of other provinces across the country have updated their respective Police Acts to expand on capabilities of supporting roles such as Public Safety Peace Officers and delegate authority to supplement core police services (e.g., Saskatchewan Marshals Service) and others have introduced new legislation to appoint authority to Public Safety Peace Officers (e.g., Alberta Peace Officer Act).

Provincial Policing Service | Governance and Legislation (3 of 3)

Identified below are key components of the Governance and Legislation operating model layer for Provincial Policing Services.

Key Features

6. **Improve coordination across the three organizations that investigate allegations of professional misconduct and internal and/or public complaints – SiRT, OPCC, and CRCC.**
 - Improve coordination efforts across SiRT, OPCC, and CRCC by implementing standardized procedures and information sharing mechanisms such as regular meetings and use of shared databases for complaints management.
 - Anecdotal reports from professional misconduct and complaint authorities engaged suggest that an average of 9/10 complaints submitted to the SiRT do not fall within their mandate and are redirected to the respective police service rather than the OPCC. There is an opportunity to implement an initial triage process owned by DOJ across governing organizations to enable complaints directed to the appropriate authority, while maintaining independence and respective mandates.

Supporting References

- **Ontario has developed an online portal to manage complaints about police in the province** – The [Law Enforcement Complaints service \(LECA\)](#) is responsible for receiving, managing, and overseeing all public complaints about the police in Ontario. LECA's online portal offers resources for the public to learn about the complaints process and provides a convenient platform for submitting and tracking complaints online.

Provincial Policing Service | People and Organization (1 of 2)

Identified below are key components of the People and Organization operating model layer for Provincial Policing Services.

Key Features

1. A reduction in the number of Police Services operating in the Province

- One provincial police service to provide services to municipalities across the province.
 - Note: If the provincial police remains the RCMP, municipalities who currently have an MPSA may choose to continue contracting policing services directly with Public Safety Canada.
- As part of the consolidation, there will be a need for organizational restructuring and staffing adjustments. This may involve redesigning the organizational structure to accommodate the merged services, identifying redundancies in positions, and developing a plan for personnel transitions.

2. Reduce ED&I barriers to enhance recruitment and retention.

- Equip police officers with the necessary tools, training, and support to understand local cultural and historical context to effectively and inclusively engage with community members.
- Identify and address barriers that hinder the recruitment of ED&I cadets (e.g., funded education and paid training), ensuring that police officers represent the populations that they serve.
- Leverage body-worn and fleet dash cameras to not only advance transparency and encourage appropriate interactions by officers and the public alike and also provide evidence to protect visibly diverse officers from discrimination, unfair complaints and harassment.

3. Foundational Change - Amend NS Policing Standards to include in-service training requirements (e.g., use of force, physical and situational, crisis intervention, etc.) and identify existing infrastructure that can be used for training purposes to enhance training capacity and facilitate inter-service training.

- Many police services engaged as part of the Review expressed interest in pursuing more integrated training opportunities; however, noted that instructor and infrastructure capacity currently create constraints.

Sample Use Cases

- **The Mass Casualty Commission Report referred to the need for community orientation for new police officers –** Specifically, MCC recommendation (p. 55) states, “Every rural and remote detachment should work with its local community to prepare an orientation program for members who are new to the district...”
- **In Montréal police officers are reimbursed the full cost of training in exchange for 5 years of service -** The Service de Police de la Ville de Montréal (SPVM) implemented a program in 2023 to provide reimbursement for the full cost of police training for graduates of the École Nationale de Police du Québec in exchange for a commitment to serve with the SPVM for a minimum of 5 years.
- **The Mass Casualty Commission Report recommended financial support to Indigenous and racialized students and other students from backgrounds or identities that have historically been underrepresented in Canadian police.** (Pg. 66) “Financial means should not be a barrier to obtaining a police education”.

Provincial Policing Service | People and Organization (2 of 2)

Identified below are key components of the People and Organization operating model layer for Provincial Policing Services.

Key Features

4. Review and update workforce planning procedures.

- Workforce planning is particularly complex in Nova Scotia amid national profession-based recruitment and retention challenges. Many services are balancing labour shortages and adequately staffing shifts with managing over-time, upcoming retirements and mitigating officer burnout, so an individualized workforce strategies based on community need can consider a reduction of recruitment and retention barriers, civilianization and layered policing to be able to meet the appropriate headcount for public safety aligned to the selected operating model.
- Assess implications to union agreements and seniority for union members through consolidation.

5. Conduct a review of First Nations Policing service agreements.

- In alignment with ongoing federal initiatives to recognize First Nations policing as an essential service upholding Indigenous rights and self-determination, engage with First Nations Councils and leaders to discuss expectations and priorities related to policing service delivery. This may include consideration of self-administered police service agreements, or a community tri/quadripartite agreement that may best suit community policing needs.
 - Integrating layered policing in Indigenous communities. May consider leveraging Community Safety Officers to build relationships and help enforce community and cultural-specific by-laws.
- Note: Further discussion would be required with Public Safety Canada in the event existing community tri/quadripartite agreements are maintained if the provincial police is not the RCMP.

6. Foundational change - Ensure appropriate police staffing across Nova Scotia

- Explore solutions to enhance visibility and community engagement through appropriate staffing of police resources across the province.
 - There is a desire for increased police visibility and presence, as 46% of survey respondents indicated that they never, or rarely see police present in their area and 63% of respondents prefer or strongly prefer more police presence in their community to discourage crime. There were calls for more traffic enforcement and the presence of police during peak times for criminal activity.

Supporting References

- **The co-development of First Nations police services legislation is also a commitment made in the Federal Pathway**, the Government of Canada's response to the Missing and Murdered Indigenous Women and Girls final report.
- **Saskatchewan piloted a First Nations Community Safety Officer in April 2022** – The Ministry of Corrections, Policing and Public Safety implemented a two-year [First Nation Community Safety Officer \(FN CSO\) pilot project](#) to provide First Nation communities with access to an alternative service delivery model intended to complement and enhance existing policing services and address local community safety concerns and enforce community-specific by-laws.

Provincial Policing Service | Policy and Processes (1 of 2)

Identified below are key components of the Policy and Processes operating model layer for Provincial Policing Services.

Key Features

1. Revise policies and processes.

- Review and establish consistent policies and procedures across the provincial police and regional services, ensuring that all officers are trained and operate under the same guidelines. This may include, but not limited to negotiating agreements, memoranda of understanding, or interservice cooperation protocols to address jurisdictional issues, governance structure, and operational guidelines.

2. Amend reporting requirements outlined in *NS Policing Standards*.

- Establish provincial and regional/district reporting requirements, whereby police services are responsible for reporting against provincial priorities set by DOJ and local priorities set at the regional or district level to reflect community priorities.

3. Revise and/or develop standard operating procedures (SOPs) associated with joint response to calls for service.

- Revise and/or develop SOPs to clearly outline the role and responsibility of the provincial and regional police services in responding calls for service that necessitate joint response with system partners.
- Several system partners (e.g., police services, government departments, service providers, etc.) have expressed their concerns about the lack of clarity regarding roles and responsibilities when responding to calls for service together. Further clarity is required amongst police and system partners as it relates to roles and responsibilities when jointly responding to certain crimes. This includes role clarity while working with other government departments and overlapping jurisdictional boundaries. For example, responding to a mental health crises and transporting clients to hospitals, as well as responding to mid-level crimes that are interprovincial (e.g., Amherst, NS and Sackville, NB).

Supporting References

- The Ontario Provincial Police (OPP) have developed standard operating procedures to inform officers on responsibilities for an integrated/joint crisis response team – [The Mobile Crisis Response Team Standard Operating Procedure](#)** guides OPP members in the safe and effective practices related to Mobile Crisis Response Teams while collaborating with health partners to jointly support persons in crisis.

Provincial Policing Service | Policy and Processes (2 of 2)

Identified below are key components of the Policy and Processes operating model layer for Provincial Policing Services.

Key Features

4. Monitor adherence to standards for core and specialized services.

- Leverage the established Public Safety Audit Unit to monitor police service adherence to revised *NS Policing Standards* for core and specialized services, and capacity to meet the needs of Nova Scotians related to levels of crime and trends in calls for service.
- This will require accompanying updates reflected in section 6e of the *NS Police Act* authorizing the Public Safety Audit Unit to enforce standards established in the *NS Policing Standards* across the regional police services in the province.

Supporting References

- **The Mass Casualty Commission Report referred to the need for a provincial assessment of specialized services –** Specifically, MCC recommendation (p. 63) states “The Province of Nova Scotia should ensure that specialized policing services are adequate, effective, and efficiently organized to meet the demand throughout Nova Scotia, whether by contract with RCMP or by other means...”

Provincial Policing Service | Technology and Data (1 of 3)

Identified below are key components of the Technology and Data operating model layer for Provincial Policing Services.

Key Features

1. Foundational change – Update *NS Policing Standards* to include a requirement for a common records management system (RMS) solution.

- Select and plan for implementation of the new RMS with a potential phased approach as licenses of the current systems expire.
- Define governance and management of the new RMS. DOJ can, for example, sub-contract to HRP to manage and maintain the system, leveraging current resources and infrastructure and reducing implementation costs.
- Establish standards for data entry, retention, information sharing, and access control.
- Implement the RMS and advance appropriate change management and training to help ensure that all applicable personnel are comfortable and proficient in using the new RMS.
- Migrate data from previous RMS' and ensure registration to other existing systems (e.g., CAD, PIP, JEIN, etc.)
 - Having three different RMS systems amid a number of other public safety databases is a significant barrier to integrated response and timely information gathering within the province. Many system partners expressed interest in a single provincial RMS to enhance inter-service investigations and response. Furthermore, select calls for service data purges in PROS after 2 years, making historical data challenging to track and maintain for reporting and trend analysis.

2. Transition to one, provincial call centre, with regional office dispatch.

- Adopt one common Computer Aided Dispatch (CAD) for the province.
- Leverage an existing facility that can accommodate, or requires minimal retrofits to accommodate, the increased personnel and workload.
- Establish a centralized back-up facility to serve as a secondary location that is operational or can be activated in the event of emergencies or failures at the primary site.

Supporting References

- **The Mass Casualty Commission Report referred to the need for improved information sharing among police services in the Province** – Specifically, MCC recommendation (p. 68) states, “police services in Nova Scotia work with the Nova Scotia Department of Justice to establish shared standards for the collection, retention, and sharing of information by police services...”
- **A common RMS solution has been adopted in British Columbia** – All police services in BC operate on PRIME. This has contributed to faster response times, a higher degree of integration among police services, and has improved the culture of information sharing across the province.

Provincial Policing Service | Technology and Data (2 of 3)

Identified below are key components of the Technology and Data operating model layer for Provincial Policing Services.

Key Features

3. **Update provincial and regional police service websites to allow for online public functions.**
 - For example, paying fines, reporting crimes, submitting complaints.
4. **Foundational change – Develop standards that outline required subscriptions to public safety databases for all police services.**
 - Subscriptions to public safety databases (e.g., PIP, CPIC, PSP, etc.) varies across police services, creating information siloes. Establishing standards will help ensure that essential databases are universally accessible.
5. **Foundational change – Create standards for the use of common tracking technologies, and body-worn and in-car cameras.**
 - Operational technologies vary in age and volume among services due primarily to cost of purchase and maintenance. However, many frontline officers and communities engaged as part of the Review alluded to the benefits of tracking technologies and dash and body-worn cameras in terms of operational awareness, transparency to the public and officer safety.
 - There is no 'single source of truth' for tracking officers province-wide. In case of a large-scale event that requires a multi-service response, the OCC needs to have visibility of all officers for strategic planning, operational deployment and staging and officer safety.

Supporting References

- **Body-worn cameras are slowly being adopted in Nova Scotia** – To-date, Kentville Police Service and Truro Police Service have implemented body-worn cameras for their frontline officers; with the RCMP targeting a national rollout of body-worn cameras by 2024.

Provincial Policing Service | Technology and Data (3 of 3)

Identified below are key components of the Technology and Data operating model layer for Provincial Policing Services.

Key Features

6. Foundational change – Adopt standards related to information capturing within the Digital Evidence Management System.

- Given the increased amount digital evidence and use of body-worn cameras by police officers, there is a need for efficient management of files with a large amount of digital evidence. As such there is a need to update *NS Policing Standards* to include a requirement on data and information capturing. This may include but not limited to defining the process for capturing evidence, ensuring proper documentation of the capture process, and establishing guidelines for capturing different types of evidence (e.g., photos, videos, audio recordings, etc.).

7. Engage Chiefs/Commanding Officer, the Public Prosecution Service, and other relevant partners to explore GenAI use cases to create efficiencies.

- AI presents police services with the ability to significantly enhance key core capabilities including but not limited to better managing the collection and interpretation of data related to investigations, automating paperwork, scenario-based resource allocation, red light cameras, photo radar and recording location of patrol vehicles.

8. Transition the provincial police service to a common human resources management system for streamlined HR processes.

- Adopt a common HR system to streamline HR processes by centralizing and automating various functions such as recruitment, onboarding, performance management, tasks management, leave management, etc.

Supporting References

- Nova Scotia is in the early stages of implementing a digital evidence management system** – The Public Prosecution Service, the Department of Cybersecurity and Digital Solutions, and the Department of Justice are collaborating on the implementation of Digital Evidence and Case Management Systems.

Provincial Policing Service | Infrastructure, Equipment and Fleet

Identified below are key components of the Infrastructure, Equipment and Fleet operating model layer for Provincial Policing Services.

Key Features

- 1. Invest in building provincial capabilities for air services, such as a helicopter access for police services.**
 - Several police services referred to need of having a helicopter access for police-use to augment operational capabilities. A detailed assessment of fleet, including air services, should occur in detailed design (phase 2) according to level of calls, timeliness of response required and overall need.
- 2. Leverage existing infrastructure of consolidated services.**
 - Conduct an assessment of existing infrastructure that can be purchased for use by consolidating services to provide office space for personnel, inclusive of layered policing resources, and support public functions such as in-person reporting.
- 3. Establish a central coordination centre for emergency response operated by the provincial police.**
 - Leverage existing infrastructure for a central coordination centre for emergency response.
- 4. Build provincial training capacity** (if NS stands up own Police Service)
 - Invest in a provincially owned and managed police college that offers cadet education and training programs and in-service training courses.
 - Establish 2-3 in-service training centers to be available in the province, operated by the provincial police using a fee-based enrollment approach to ensure all police officers receive training in alignment with policing standards.
 - Enable the offering of service-specific courses in-house to reflect local priorities.

Supporting References

- **The Mass Casualty Commission Report referred to the need for air support services in the province** – Specifically, MCC recommendation (p. 15) states, “The RCMP should establish partnerships with other services to ensure that air support is available whenever necessary to a critical incident response. These services should be included in future training and preparation for critical incident response to ensure that they are able to provide the support required...”
- **Integrated training** – According to Frontline Officers and Civilian Staff engaged as part of the Review, there is a desire for more opportunities for integrated training (e.g., police response to demonstrations, etc.). Especially, given the benefit to officer and public safety.

The background of the slide is a photograph of a classical building's exterior, featuring a long, symmetrical row of tall, fluted columns. The columns are supported by ornate, carved bases. The perspective is from a low angle, looking down the length of the colonnade, which creates a strong sense of depth and architectural grandeur. The image is slightly faded to allow the text to be prominent.

5.3

High-level comparison of the operating model options

Overview of the high-level, relative comparison of the policing model options

The policing model options were compared based on their alignment to the six design principles, estimated operating costs and implementation cost considerations.

	1 Provincial Policing Services	2 Regionalized Policing Services	3 Hybrid Model of Police Services	0 Enhanced Integration of Policing Services
Overall alignment to the design principles	High – One provincial police service will lead consistent and standardized operations (including specialized services), technology, and data capabilities with two regional services. Centralized oversight of services and resources will optimize police visibility and deployment flexibility across the province.	Minimal – Regional oversight of services, with surge capacity and planning for critical response being coordinated across services. While services may be equitable and optimized at a regional level, there will be less consistency province-wide.	Minimal to Moderate – Consolidation of smaller policing services creates additional change in consistency of services and resource allocation flexibility. Investments in a provincial RMS and call centre will heighten operational awareness and information sharing. Layered policing advances community needs.	Minimal - Policing services remain relatively status quo, with small, incremental progress in integrating teams and building operational, technology and data capabilities, mainly through foundational changes.
Implementation cost considerations	Medium cost – Mid-range implementation costs to centralize oversight, leadership, visibility and back-office while maintaining local and regional representation. The purchase and implementation of policing technologies can create efficiencies for officers (e.g., traffic cameras, GenAI automation). Recommended Option, starting with the expansion of the RCMP and then subsequently deciding if a net new Police Service is optimal.	High cost - Extensive costs to replace the provincial police will include the purchase of infrastructure, equipment and fleet in addition to building capability through the recruitment and upskilling of personnel and/or lateral entry of officers, particularly for specialized services, and the need to establish an integrated critical response.	Low to Medium cost – Additional implementation costs will be incurred as back-office operations are centralized, such as a single RMS and call center with regional dispatch. Consolidation of smaller services will reduce executive salaries and duplication of efforts, but savings will be limited.	Low cost - Key costs will be the implementation of foundational changes and additional integrations, particularly training and integrated units. This model will be the least costly to implement due to the scale of change.



6

Appendices



Appendix A: Assumptions and data limitations

Assumptions and data limitations (1 of 2)

Below is a summary of data limitations encountered throughout the review. Note that assumptions and data limitations related to cost are included directly in section 5.3 Estimated Costs.

Data Method	Description of Limitation
Public survey	<ul style="list-style-type: none">A total of 6,786 respondents fully completed the survey.Most written responses in the public survey used to inform qualitative analysis often accompanied sentiments of dissatisfaction, frustration or grievances with specific police officers or services and recurring crime in the community.The questions asking survey respondents to identify respondent demographic information for ethnicity and gender were open fields, receiving a variety of responses, some of which were not appropriate and therefore not included in the analysis.Satisfaction with policing services by community could only be determined if community was identified by survey respondents.
Police service data	<ul style="list-style-type: none">Although a standardized data request was submitted to all police services, data was received throughout the lifecycle of the project to a varying level of detail per service reflective of their data collection approaches.There is no common approach for tracking mental health-related calls as a call type, leading to a multitude of various call types being used when reporting mental health calls. This is further exacerbated as different services follow difference procedures to track mental health-related calls.Call type descriptions in some instances are different than the call type reported. This at time occurs once officers arrive on scene, determine the incident requires different support than initially determined but do not update CAD.The data retention process for PROS purges data after 2 years, leaving minimal information to track trends and conduct historic analysis. This impacted information available for all services using PROS.Analysis conducted using police service data is primary based on information from 2022-2023 given data from this timepoint was the most consistently available from the data request.
Jurisdictional outreach	<ul style="list-style-type: none">Outreach conducted with the province of Québec to request information and clarify aspects of programs and funding sources was over e-mail correspondence and in French.With many initiatives and programs being piloted and/or implemented without evaluations completed, the Review was unable to determine evidence-driven effectiveness of those public safety initiatives and programs.International jurisdictions were assessed within the constraints of their differing political and socio-economic as ‘art of the possible’.

Assumptions and data limitations (2 of 2)

Below is a summary of data limitations encountered throughout the review. Note that assumptions and data limitations related to cost are included directly in section 5.3 Estimated Costs.

Data Method	Description of Limitation
System partner engagement	<ul style="list-style-type: none">The conversations conducted with system partners were a point-in-time assessment of the current state and validation sessions of findings were held.Invitations were extended to all police services to invite visibly diverse and minority officers to attend an engagement session, however only those from RCMP and HRP were present.
Calls for service	<ul style="list-style-type: none">Calls for service reported are a result of the total intake of calls by population in a given jurisdiction. Not all incidents reported require an officer being dispatched to respond to the crime, e.g., returning a lost wallet, and not all calls are for unique incidents, e.g. Instances of multiple calls reporting a vehicle collision.Call type frequencies reported are not directly indicative of where officers are spending the majority of their time. During engagement, insight gathered as part of this review has indicated that it is becoming more complex for officers to approximate how much time will be spent responding to calls based on call type.Call volumes in rural Nova Scotia are influenced by travelling time from out of region, e.g. Annapolis Royal, and may also be influenced by the reliance on the police as the only 24/7 service in the community.
Assumption	Description of Assumption
Community Safety Officer	<ul style="list-style-type: none">The Review acknowledges that the <i>NS Police Act</i> defines peace officer as a member of the Provincial Police, the Royal Canadian Mounted Police, a municipal police department, another police department providing policing services in the province or the Serious Incident Response Team. For the purposes of this review, a Community Safety Officer refers to other peace officer roles that are not sworn officers that may be governed by the <i>Police Act</i> or a distinct Peace Officer Act, such as in Alberta.



Appendix B: Additional Information - Public Consultation

Public survey | General public's perspective: Challenges and barriers

The key themes below have been summarized from the public survey responses regarding key barriers and challenges in today's policing environment.

General dissatisfaction with policing services

Roughly 50% of respondents expressed dissatisfaction with the current state of policing, citing issues such as slow response times, lack of visible police presence, and perceived ineffectiveness in handling crime, especially property crimes, traffic violations, and serious incidents like assaults and drug-related crimes.

Dissatisfaction with the RCMP in rural communities

Many respondents from rural and Indigenous communities indicated dissatisfaction with the RCMP's performance policing in rural areas. Respondents feel that the RCMP are not integrated into the community and have slow response times due to their large coverage areas especially in rural areas.

Limited trust and accountability

There is a significant trust deficit between the community and the police. 28% of respondents reported they were "very unsatisfied" when it comes to the handling of crimes reported to the police where some mentioned incidents where they felt police did not take their concerns seriously, leading to further erosion of trust.

More community policing and engagement needed

36% of respondents are unsatisfied with police presence in their communities. There is a strong desire for community policing, where officers are seen as part of the community, building relationships with residents, and being approachable. Respondents want police to engage more with youth, attend community events, and be seen as allies rather than enforcers.

Desire for increased visibility and presence

46% of survey respondents indicated that they never, or rarely see police present in their area and 63% of respondents prefer or strongly prefer more police presence in their community to discourage crime. There were calls for more traffic enforcement and the presence of police during peak times for criminal activity.

Improved handling of mental health and social issues required

Many respondents believe that police are not adequately trained to handle mental health crises and suggest that social workers or mental health professionals should be involved in these situations. There is also concern about the police's treatment of individuals experiencing homelessness and a call for more compassionate-based approaches.

Lack of training and resources

Respondents highlighted experiences where they perceived that the police lacked appropriate training and awareness in areas such as mental health, de-escalation techniques, and handling complaints involving historically marginalized communities with sensitivities.

Diverse and inclusive policing to reflect Nova Scotians

Respondents noted the need for a more diverse police force that reflects the community it serves, with better training on cultural sensitivity and anti-racism strategies.

Public survey | General public's perspective: Opportunities for improvement

The considerations for DOJ below have been gathered from common themes from the public survey, indicating priorities for how Nova Scotians want to see policing services improved in the future.

Increase police visibility and presence

Respondents call for more foot and bicycle patrols in high-crime areas and during peak times to encourage crime prevention, including further traffic enforcement to address speeding, and other traffic violations. This can also be advanced with traffic cameras and associated technologies.

Enhance community policing efforts

Many community members suggest a shift towards more community-oriented policing and reallocating resources towards social services. Many respondents from diverse communities called to implement community liaison programs to build trust in the community.

Recruitment of visibly diverse officers and staff

Respondents called for recruitment efforts focused on hiring officers that are representatives of those who reside in the community and bring cultural diversity to services.

Improve response times for serious incidents

Respondents from both rural and urban centers called for improved response times to incidents. Many recommended additional neighborhood patrols and improved coordination and information sharing with partners e.g., hospitals.

Recognition and awareness of community cultural diversity

African Nova Scotian and Indigenous communities highlighted the need for police services to address systemic issues and work toward building trust and inclusivity. Fostering community relationships may include attending local events, engaging with youth, and being visibly present in neighborhoods.

Increase accountability and transparency

Community members called for increase transparency to the public on ongoing cases and to ensure citizens are informed on the status of the complaints made against officers. Following investigations of misconduct, respondents called to ensure that officers are held accountable for their actions.

Support for Mental Health response

Respondents from urban centers called for specialized units within police services to address mental health related calls and to establish partnerships with social workers and mental health workers for integrated response when responding to vulnerable populations.

Improve officer training and resources

Respondents called for extensive training on mental health, de-escalation, bias reduction and cultural sensitivity for officers, especially when responding to non-threatening situations with vulnerable populations.

Community engagement | Community perspectives: Challenges and opportunities

The key themes below have been summarized from overall responses from community groups regarding key barriers and challenges in today's policing environment.

Key Challenges and Barriers

Addressing racial and able-bodied biases Participants expressed distrust in police due to negative experiences related to profiling, biases, and poor handling of situations. Additionally, reflecting on the generational and community trauma these incidents incur are deemed an important exercise for officers.	Increased transparency and accountability There is concern on the lack of transparency with respect to ongoing investigations on complaints filed for officers, leading to mistrust that the system will not hold officers accountable to poor treatment of citizens.	Providing accessibility training for officers Participants expressed a desire for more training for police on interacting with persons with disabilities. Additionally, participants called for more accessible services, such as non-verbal reporting to 9-1-1.	Increasing efforts to recruit visible minority officers noted Participants noted that diversifying the police recruitment approach to be more inclusive and understanding of cultural customs and reducing barriers for individuals from visible minority communities to become officers is needed.
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Key Opportunities for Improvement

Police involvement at community events Participants appreciated when police attend community events and called for higher involvement in building relationships with community members.	Acknowledging historical injustice Many individuals responded positively to the recent apology from the Nova Scotia RCMP to African Nova Scotians and all people of African descent, for their historic use of street checks and other harmful interactions.	Using a trauma-informed approach Participants noted the benefit of additional training for officers to respond to calls using a trauma-informed approach, improved de-escalation strategies and collaborate with community partners such as mental health professionals.	Providing cultural awareness for officers The majority of focus group participants called for cultural competency training for police officers to enhance understanding and respect for diverse communities, and support communication and trust for ongoing relationship building.
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System partner engagement | System partner's perspective: Barriers and opportunities

The key themes below have been summarized from overall responses from consultation and engagement activities with system partners.

Key Challenges and Barriers

Workforce Management

Many services noted that there are significant vacancies for front-line officers across the province, adding to growing overtime, employee burnout or re-allocation from task forces (e.g., SCEU). Soft and hard vacancies were found to create gaps in operations, particularly in regard to the current funding model and a lack of flexibility in deploying officers.

Defining Core Policing

Most police services noted that the volume of non-criminal calls for service relating to wellness, mental health, addiction and hospital transfers is increasing significantly and affecting policing operations.

Recruitment and Retention

The recruitment and retention of police officers is a challenge across the province. Many services feel that policing can be perceived as an undesirable career, especially to those from visible minority communities in Nova Scotia as discussed in visibly diverse officer engagement.

Police Oversight

Participants identified that there is ambiguity among the public and within police services on the proper processes and forums to share complaints or to action dispute resolution, and this was made clear though engagement with the public and complaints oversight bodies.

Key Opportunities for Improvement

Technology and communications

There is an appetite across RCMP and municipal police services for a single, centralized RMS and CAD system for a 'single source of truth', timely information-sharing and to provide equitable levels of service for dispatch and records management across all police services.

Integration of Service Delivery

There is interest from associated government departments to collaborate on the design of appropriate training and guidance as well as jointly responding to mental health-related calls, enabling a transition from police-led response to police-supported response.

Transparency & Community-oriented Policing

Participants noted that building strong relationships with community is essential to good policing and restoring public trust and relationships between police and community, adding that layered policing initiatives, like Community Safety Officer Programs, have been able to improve trust.

Provide training reflective of community need

There is a need for improved training and onboarding for all officers interacting with historically marginalized communities to better understand local context and the historical relationship with that community and policing.

Community engagement | Community-nuanced perspectives (1 of 2)

The following priorities were identified through engagement as community-specific nuances to improve public safety in Nova Scotia.

Engagement group	Community-specific priorities (sampled)
Visible minorities and newcomers	<ul style="list-style-type: none">• Several respondents indicated the impact that they feel at the community level when there are incidents with other community members involved with police incidents, creating fear and mistrust between the community and the policing service– a “if it could happen to my neighbour, it could happen to me” mentality.• Concern that racism and racial profiling is still impacting communities in Nova Scotia and that in the absence of education, awareness and connection, assumptions by officers are being made based on perception.• Many hate crimes or discrimination incidents go unreported because people are afraid of retaliation. This has been especially true for Palestinians and Syrians in Halifax.• The perception of racial or religious profiling creates anxiety. For example, during the Palestinian protests, some police actions were perceived as biased, making Muslims and pro-Palestinians feel like they were being treated as criminals.• Concern by newcomers learning to speak English that they will only be taken seriously if you can communicate well in English.
African Nova Scotian Communities	<ul style="list-style-type: none">• Many individuals do not feel safe during interactions with the police, even when calling to report incidents as the victim, and that safety can feel circumstantial depending on personal presentation and reason for interaction.• There is a historic lack of trust with people of colour and police interactions, leaving many in these communities feeling unsupported and at times targeted due to racial profiling.• Generational trauma with many African Nova Scotian families has also led to many individuals, even with limited to no interaction with police or as children, not trusting the policing and justice systems.• There is a perception of a power imbalance with the police and African nova Scotian communities, and the misuse of power leading to many opting not involve the police and rely instead on community members.• Notably, male participants generally reported feeling safer compared to female participants, highlighting the difference in experiences and perceptions of safety within the community.
Indigenous Communities	<ul style="list-style-type: none">• Many expressed distrust in police due to negative experiences related to profiling, biases, and poor handling of situations. Visible weapons also creates fear in many Indigenous communities.• Individuals want police officers to interact in an understanding way with respect and appropriate indigenous community context, emphasizing the importance of cultural sensitivity and impact of non-verbal cues i.e. facial expressions, tone of voice.

Community engagement | Community-nuanced perspectives (2 of 2)

The following priorities were identified through engagement as community-specific nuances to contribute to improving public safety.

Engagement group	Community-specific priorities
Persons with disabilities	<ul style="list-style-type: none">• Many blind, visually impaired, deaf, or disabled persons have difficulties when it comes to standard police practices such as traditional tests for sobriety. Walking in a straight line, or other traditional sobriety tests, can be difficult to complete for those who are blind, visually impaired and/or experience other forms of physical disabilities even if they are sober.• Persons with other disabilities such as non-verbal persons may struggle to communicate with 911 operators.• It can be difficult for visually impaired persons to identify if they are truly speaking with police officers because they cannot see, or clearly make out uniforms. It can be challenging for blind persons and the visually impaired to collect evidence such a visual descriptions, or photos, and there is concern that the police can often be dismissive of incidents if there is no evidence.• It is concerning to the deaf community that if they are handcuffed, they will be unable to communicate with sign language.• There is also concern that sign interpreters are employed by the police and that any errors in translation can affect access to justice.
Transition housing communities	<ul style="list-style-type: none">• There is a sense of fear and a lack of safety when interacting with police officers and many positions of authority for individuals who have had previous interactions with the police. Some of this fear comes from generational and institutional mistrust with police and the justice system.
Faith-based communities	<ul style="list-style-type: none">• Some individuals do not feel comfortable approaching or talking to police officers unless they have a specific reason to do so, particularly for historically marginalized communities and individuals who wear hijab.• There is a perceived dismissiveness from officers toward minor incidents and issues related to social justice or cultural concerns, for example peaceful protests.• For Muslim women, there is an additional layer of vulnerability, with concerns that interactions with male officers might not respect their religious boundaries, such as avoiding physical contact or understanding gender dynamics within the Muslim community.
Women, family and youth services communities	<ul style="list-style-type: none">• Some individuals noted inconsistent treatment and responsiveness among different officers, where some participants feel treated as villains rather than victims when seeking help from the police leading to mistrust and uncertainty when reporting incidents.• Many participants shared that they are indirectly impacted by the police and their interactions with marginalized communities for example those experiencing homelessness.• Participants called for raised awareness about human trafficking and the provision of specialized training for police officers in responding to gender-based violence.
2SLGBTQIA+ Community	<ul style="list-style-type: none">• There is concern from those engaged that police officers are not appropriately informed on how to address intersectional issues related to gender, sexual orientation and discrimination.

The background of the slide is a photograph of a series of tall, fluted classical columns, likely from a government or institutional building. The columns are arranged in a perspective that leads the eye into the distance. The image is overlaid with a semi-transparent grey filter to ensure the text is legible.

Appendix C: Additional information: Policing Services Details

The information contained within Appendix C was provided and verified by the appropriate Policing Service directly. No independent verification was completed.

Overview of police services | Amherst Police Department

Overview & Sample Highlights

Overview

- Amherst Police Department (APD) services a population of approximately 9,700 residents in Amherst, spreading approximately 12 square km.
- The APD collaborates and coordinates with neighboring police services, for example the joint major crime investigation team with New Glasgow, Truro, Stellarton and Westville and the Cumberland County RCMP detachment for frontline response and more. Note: These arrangements will be subject to the Nova Scotia Police Audit Function, beginning Fall 2025. The province is unable to speak to the structure of this arrangement or whether it meets provincial standards.



Sample Highlights

- The APD has a Crime Prevention Coordinator that is a civilian role who collaborates with community partners and helps to focus on issues and priorities in the community such as for officers to complete overdose training using naloxone kits.
- Many officers perform a high amount of foot patrols to promote visibility in the community, including downtown areas, schools and community events to encourage relationship building with the community.
- With proximity to New Brunswick and Prince Edward Island borders, APD is often collaborating with RCMP detachments and other services and provinces given that the area is greatly impacted by trends in crime and drugs in other provinces. APD has 3 officers who have been approved with special status as police officers in the province of New Brunswick to support cross jurisdictional investigations.

Key Figures

Operating Expenses in 2022-23: ~\$4.7M

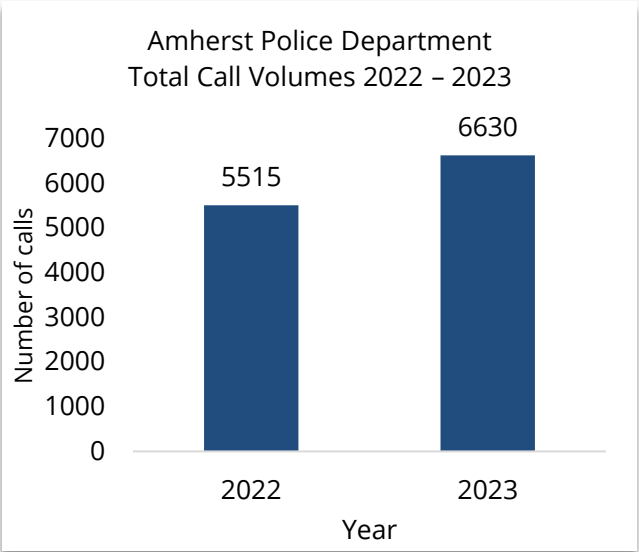
Personnel: 47*

FTE sworn officers: 27**

Sworn officers: 25

Calls for Service in 2023

- In 2023, APD responded to a total of 6,630 calls for service – up 20.2% from reported call volumes in 2022.
- The highest frequency of call types in 2023 (6.3%) were to respond to incidents related to the Mental Health Act.
- A high degree of calls for service have a component of mental health response required, with ongoing efforts to capture the nuance in reporting.
- The Town of Amherst acts as the hub for Cumberland County and Eastern New Brunswick, as such, calls for services are impacted by non-resident traffic moving through the community.



*Personnel numbers include sworn officers, civilian staff, administrative staff, traffic guards, records clerks, etc.
**As of August 2024, Council approved two new full-time police officers, positions pending to be filled.

Overview of police services | Annapolis Royal Police Service

Overview & Sample Highlights

Overview

- The Annapolis Royal Police Service (ARPS) serves the residents and visitors of the Town of Annapolis Royal, approximately 530 people over an area of approximately 2 square km.
- Annapolis Royal is known as a central hub for the surrounding communities, where schools, health facilities, and community services are concentrated. This concentration of essential services attracts a considerable influx of people during the workweek, effectively doubling the population.
- ARPS today has both sworn and auxiliary officers working as part of the police service.



Sample Highlights

- ARPS is governed by the Annapolis Police Commission, which meets monthly, consists of in total five representatives that are selected from the Town Council and the community along with an appointed representative from the province.
- Rose Fortune was the first documented officer with the ARPS and known to be the first female police officer in North America.
- ARPS offers a Cadet Program that aims to foster relationships with youth 12 to 18 years old , at the same time provide opportunities to experience the work and role of law enforcement and first responders. This program offers participants the opportunity to improve leadership, public speaking, teamwork and cultural awareness.

*Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Key Figures

Operating Expenses in 2022-23: ~\$490K

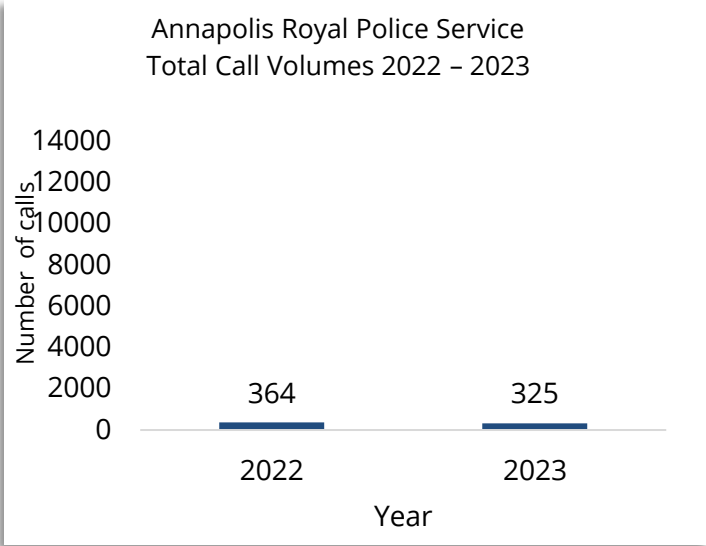
Personnel: 11*

FTE sworn officers: 4.5

Sworn officers: 7

Calls for Service in 2023

- **In 2022, the Annapolis Royal Police Service responded to a total of 325 incidents.**
- The most common call being speeding violations (12.2%), followed closely by calls to assist the general public (often not law enforcement) (7.9%), and intersection related violations (5.6%).



Overview of police services | Bridgewater Police Service

Overview & Sample Highlights

Overview

- Bridgewater Police Service (BPS) provides services to a population of over 8,800 in a town of 14 square km.
- The town of Bridgewater is known as a hub for surrounding communities, where schools, health facilities, community services, businesses and offices are concentrated. This concentration of essential services attracts approximately 45,000 people to Bridgewater daily.



Sample Highlights

- BPS offers a variety of specialized services including Integrated Street Crime Enforcement Unit (SCEU), Community Response Unit (CRU), School Safety Resource Officer, Integrated CISNS Local Intelligence Unit, Bike Patrol, K-9 Unit, IDENT, Blood Identification Program, and Traffic Safety Unit.
- BPS provides 24/7 365 patrol and walk-in services, in addition to dispatch services for Kentville Police Service and Annapolis Royal Police Department.
- BPS collaborates closely with the RCMP Lunenburg County detachment on the Senior Safety Program which is set up to address senior safety issues in the community and build trust and relationships with seniors and local officers through home visits as well as education and awareness initiatives.

Key Figures

Operating Expenses in 2022-23: ~\$5M

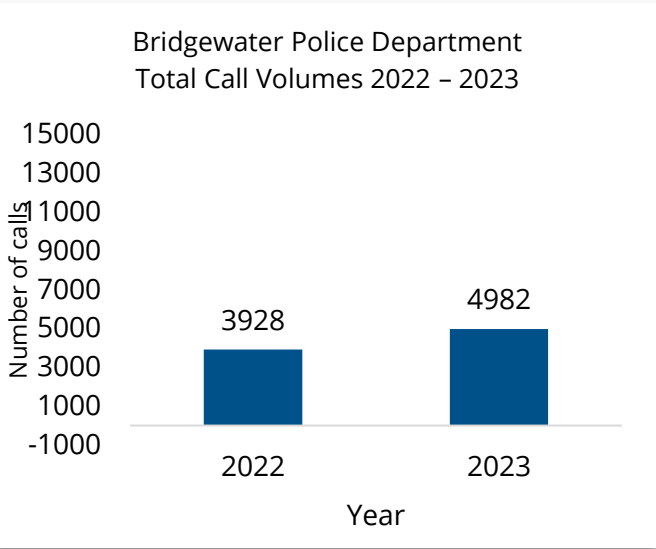
Personnel: 41*

FTE sworn officers: 24

Sworn officers: 25

Calls for Service in 2023

- In 2023, BPS reported a total of **4,924 calls for service**, slightly below the 4-year average of 5,162 from 2022-2023 heavily influenced by the covid-19 pandemic and additional strain on police and emergency services.
- The most frequent call type from 2022-2023 was for responses for the Mental Health Act (IPTA) which include patient transportation, attendance at hospitals etc. This significantly impacts officer capacity to attend to other calls.



*Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Overview of police services | Cape Breton Regional Police Service

Overview & Sample Highlights

Overview

- The Cape Breton Regional Police Service (CBRPS) service respond to more than 80,000 calls for service each year, to serve the 105,000 people living across the 2,500 square km of the Cape Breton Regional Municipality, Cape Breton County, and on the Membertou First Nation.
- Service demands are impacted by fluctuations in non-resident population: tourists during peak travel seasons (including 100,000 cruise ship visitors) and students during post-secondary academic cycles.



Sample Highlights

- CBRPS delivers over 20 specialized services such as IDENT, ERT, Marine Unit, K-9 Unit etc. within their jurisdiction.
- Since 2007, the CBRPS is contracted to provide policing services to the Membertou First Nation, where 7 officers work with the Band Council and residents, to identify and respond to its culturally-specific needs in a partnership built on mutual respect, trust and participation in decision-making for public safety.
- A dedicated Mental Health Liaison Officer works with the Nova Scotia Health Authority to provide training, education and collaboration to decrease the criminalization of individuals living with mental illness and connect them with the proper resources to live well and safely.

Key Figures

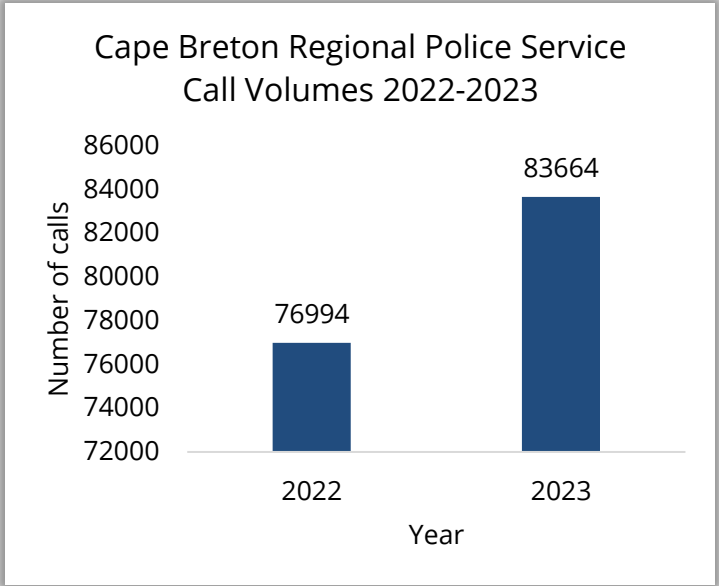
Operating Expenses in 2022-23: ~\$27M

Personnel: 287*

FTE sworn officers: 200 Sworn officers: 200

Calls for Service in 2023

- In 2023, CBRPS reported a total of **83,664 calls for service**, a slight increase (8.6%) from the total number of reported calls for service in 2022.
- In 2023, the highest call types were assist citizens and other services, traffic enforcement and calls related to persons, properties and vehicles.



*Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Overview of police services | Halifax Regional Police

Overview & Sample Highlights

Overview

- Halifax is serviced by an integrated policing model with both a municipal police force, Halifax Regional Police and a contracted police force, the RCMP, to a population of approximately 549,000 across 5,475 square km.
- Halifax Regional Police is responsible for policing the urban core, which includes: Halifax, Dartmouth, Bedford, and all communities extending from Bedford to Sambro Loop. Remaining areas of the community are policed by the Halifax District RCMP.



Sample Highlights

- Integrated Emergency Services (IES) – An integrated emergency dispatch centre responsible for answering and processing all calls made to 9-1-1 within the HRM. The IES provides services to HRP, Halifax Regional Fire and Emergency Service, Halifax International Airport Fire and Police, and RCMP Halifax District. On average, the IES receives 350 9-1-1 calls in a 24-hour period.
- Co-Response Model with the Mental Health Mobile Crisis Team – The Mental Health Mobile Crisis Team (MHMCT) provides crisis support for children, youth and adults experiencing a mental health crisis. MHMCT is a co-response model with police and has 4 Halifax Regional Police members dedicated to the service and all mobile visits include an MHMCT police officer and a mental health clinician.
- Direct access to Alert Ready – In 2021, Halifax Regional Police opted to have direct access to the Alert Ready system. As a result, HRP can issue public alerts during serious and time-critical emergencies.

*Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Key Figures

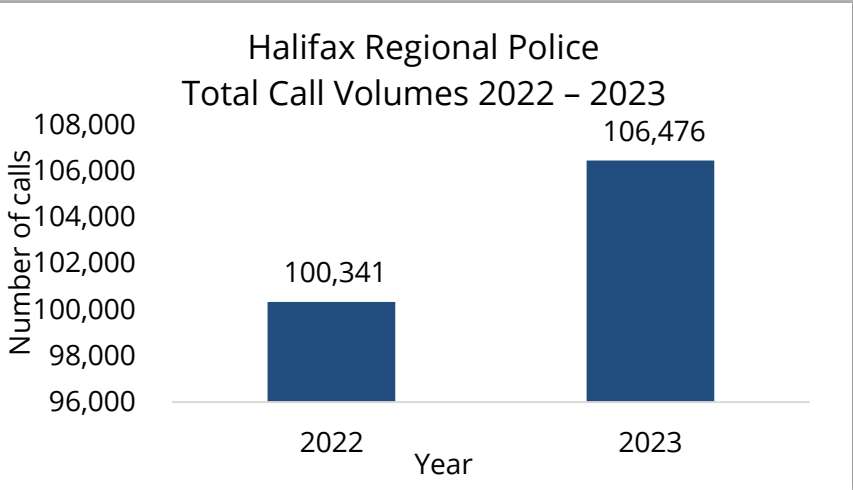
Operating Expenses in 2022-23: ~\$100M

Personnel: 779*

FTE sworn officers: 565 Sworn officers: 565

Calls for Service in 2023

- In 2023 Halifax Regional Police responded to a total of 106,476 incidents, a slight increase from the previous year which had 100,341.



Overview of police services | Kentville Police Service

Overview & Sample Highlights

Overview

- Kentville Police Service (KPS) provides services to a population of 6,630 residents in Kentville over 17 square km.
- Kentville is located in close proximity to the New Minas and Wolfville RCMP detachments, resulting in high collaboration on the frontline and specialized services between the services.



Sample Highlights

- KPS has 3 main investigative teams, General Investigative Services responsible for growing investigative capacity within KPS, Kings County Integrated Street Crime Enforcement Unit (SCEU) where KPS collaborates with the New Minas RCMP Detachment as well as for Criminal Intelligence Service Nova Scotia (CISNS).
- KPS funds a Community Crisis Navigator to connect vulnerable populations with services as well as a Community Engagement Sergeant responsible for overall coordination of community engagement opportunities. The Community Crisis Navigator collaborates with not-for-profit service providers, healthcare and government services to ensure that those in most need receive access to the support required. Both positions assist in filling service delivery gaps with the KPS and provide education and mental health resources to the community.

Key Figures

Operating Expenses in 2022-23: ~\$2.8M

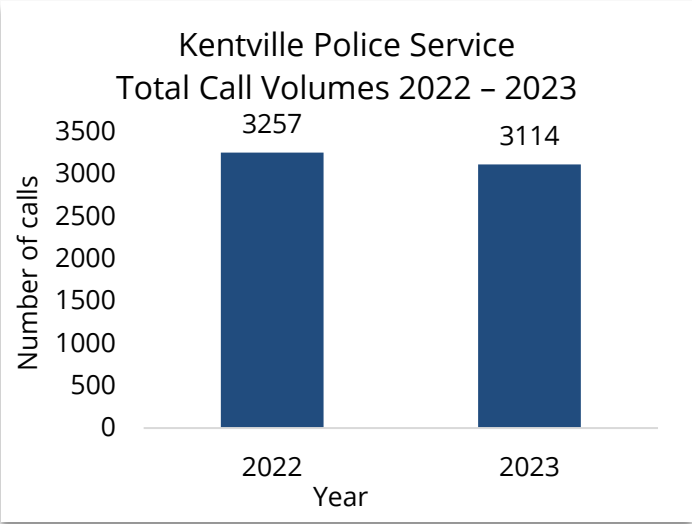
Personnel: 22*

FTE sworn officers: 19

Sworn officers: 19

Calls for Service in 2023

- In 2023, KPS reported a total of 3,114 calls for service – The most common call type being for Suspicious Person/ Vehicle/ Property (6.7% of total calls) followed closely by Mental Health Acts (6.6% of total calls).
- Total actual calls for service volumes for KPS are down in 2023, with the peak in recent years taking place in 2021 with 3,643, likely as a result of ongoing activities related to Covid-19.



*Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Overview of police services | New Glasgow Regional Police

Overview & Sample Highlights

Overview

- New Glasgow Regional Police (NGRP) supports approximately 12,500 residents over 10 square km and has a service agreement with the Municipality of Trenton to provide policing services.
- New Glasgow is known as the hub of Pictou County, where commercial enterprises, hospitals, and social services are concentrated, attracting up to 35,000 people daily in commuter traffic.
- In addition to general police duty platoons, NGRP includes specialized teams such as the Major Crime Unit, Integrated Intelligence Unit, Street Crime Unit, School Resource Officers, Community programming and more.



Sample Highlights

- NGRP has developed a local partnership between police and the local Crisis Response Team through Urgent Care and the NS Office of Addictions and Mental Health. This team provides local mental health and wellness training to police officers to build capabilities in addressing criminal and non-criminal calls for service, building relationships with health care service providers and reducing strain on regional hospital emergency rooms.
- The NGRP Major Crime Unit is responsible for investigating serious crimes, such as sexual assault, break and enter, homicides and missing persons etc. and works closely with the Pictou County Integrated Street Crime Enforcement Unit.
- The NGRP has recently introduced the Community Response Officer position, dedicated to patrolling the downtown core with a focus on crime reduction, developing relationships, enhancing visibility, and developing strategic and long-term solutions to complex social issues.

Key Figures

Operating Expenses in 2022-23: ~\$5.5M

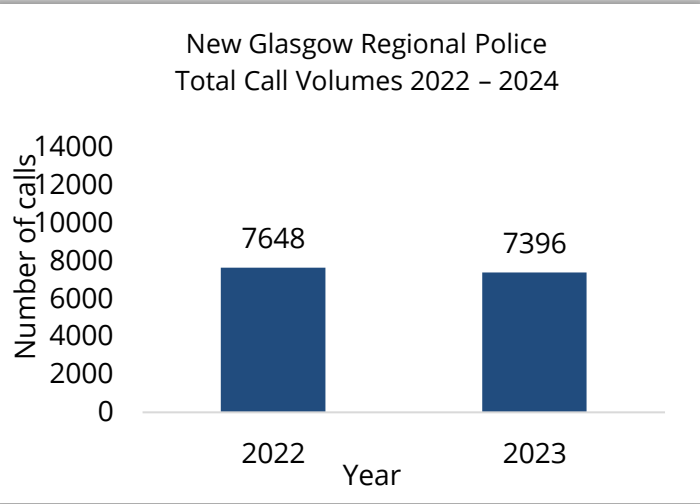
Personnel: 46*

FTE sworn officers: 33

Sworn officers: 33

Calls for Service in 2023

- In 2023, New Glasgow Regional Police responded to a total of 7,396 incidents - the highest volume (10.7%) of calls being Suspicious Person/ Vehicle/ Property, closely followed by Mental Health act calls (6.0%) and property checks (5.5%)



*Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Overview of police services | RCMP “H” Division

Overview & Sample Highlights

Overview

- RCMP “H” Division has 53 detachments located in three districts across the province – Halifax; Northeast Nova, and Southwest Nova.
- Approximately 205 officers are assigned to specialized services that support police operations at the district level.



Sample Highlights

- Critical Incident Program – A program which ensures a coordinated response to high-risk situations that pose significant public safety risk. It involves specialized teams including emergency response teams, crisis negotiators, critical incident commanders and other support personnel which aim to resolve situations effectively while minimizing harm to the public and law enforcement members.
- Community Policing (or Liaison) Officers – Sworn and Civilian Employees in “H” Division who build partnerships, foster relationships, focus on increasing the safety and security of all people in their communities, and identify and address trends related to those specific communities.
- The RCMP has implemented a program that enables cadets to be posted to their home province after completing their training. This initiative aims to provide officers with opportunities to serve in their own communities.

*Personnel numbers includes all employees RM/CM/PSE and excludes Reservists.
**The number of sworn officers in RCMP H Division (does not include Federal policing).

Key Figures

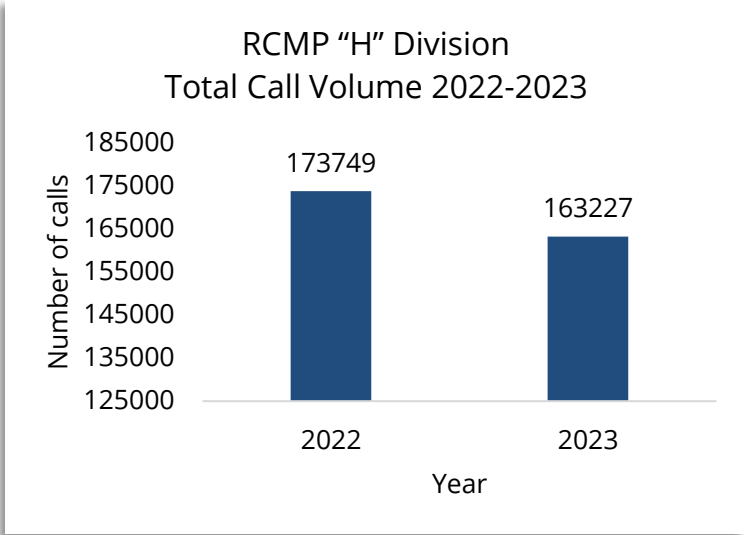
Operating Expenses in 2022-23: ~\$225M

Personnel: ~1,447*

FTE sworn officers: 960** Sworn officers: 960**

Calls for Service in 2023

- In 2023, RCMP “H” Division responded to a total of 163,227 incidents, a slight decrease from 173,749 in 2022.
- Of the calls for service in 2023, 51,448 incidents were within the Halifax Regional District and 111,779 incidents were within Northeast Nova and Southwest Nova Districts.



Overview of police services | Stellarton Police Service

Overview & Sample Highlights

Overview

- Stellarton Police Service (SPS) provides services to a population of roughly 4,000 residents over approx. 9 km squared.
- Effective July 8th 2024, Westville Police Service and SPS announced that Mark Hobeck would assume the role of Police Chief for both services, further strengthening the working relationship and collaboration on services.



Sample Highlights

- SPS released a [5-year strategic plan](#) in 2021 with strategic goals to modernize facilities, develop police volunteer programs and upgrade and improve technology for more “efficient” service.
- The SPS along the Westville Police Service introduced the Stellarton/Westville Youth Corps program in 2016 for youth aged 12 – 18 to build relationships in the community and provide exposure to policing as a career opportunity.

Key Figures

Operating Expenses in 2022-23: ~\$1.7M

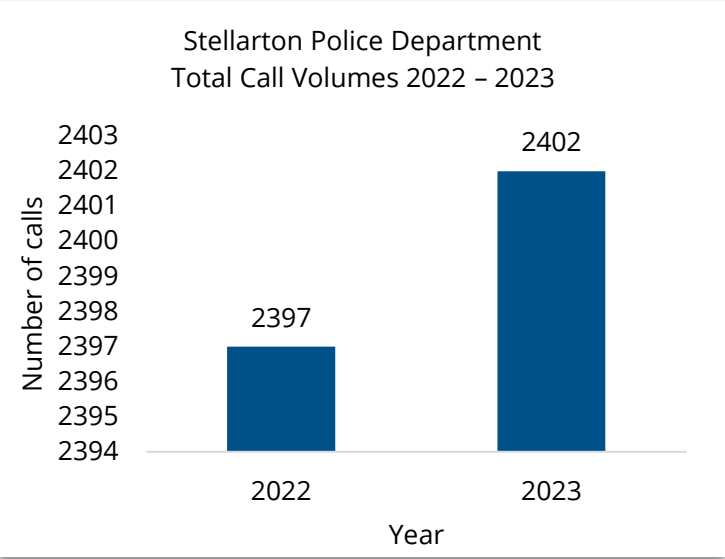
Personnel: 16*

FTE sworn officers: 15

Sworn officers: 15

Calls for Service in 2023

- In 2023, SPS reported a total of 2,402 calls for service, a modest increase from 2022 where 2,397 crimes were reported.
- The majority of calls for service received were to report to a suspicious person / vehicle / property, or related to the Mental Health Act and/or the Motor Vehicle Act.



*Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Overview of police services | Truro Police Service

Overview & Sample Highlights

Overview

- Truro Police Service (TPS) services a town of upward of 14,000 residents across approximately 38 square km.
- Located within close proximity to other services, TPS entered into an agreement in June 2023 with New Glasgow, Amherst, Stellarton and Westville police services for a joint major crime investigation team, which will provide enhanced capabilities for serious criminal investigations.



Sample Highlights

- TPS has a Community Enhancement Division which includes School Resource and Community Officers to provide community-based crime prevention, downtown foot patrols and more.
- Specialized services offered by TPS include the Criminal Investigation Division, Forensic Identification Section, K-9 Service, Traffic Unit and more.
- Body-Worn Cameras have been in effect by TPS since 2022 to collect evidence from frontline officers during response to calls for service and support accountability and transparency initiatives.

Key Figures

Operating Expenses in 2022-23: ~\$6M

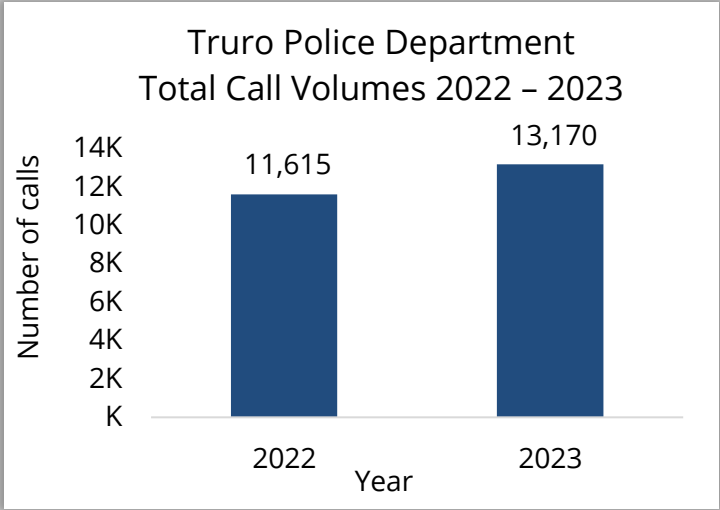
Personnel: 51*

FTE sworn officers: 35

Sworn officers: 35

Calls for Service in 2023

- **In 2023, TPS responded to a total of 13,170 incidents, a slight increase from 2022.**
- Often referred to as ‘The Hub of Nova Scotia’, calls for service received in Truro are heavily influenced by non-resident traffic moving through the area and during peak travel times.
- Notably, recent traffic counts indicate that approximately 40,000 vehicles travel through Truro daily.



*Personnel numbers include sworn officers, civilian staff, administrative staff, etc.

Overview of police services | Westville Police Service

Overview & Sample Highlights

Overview

- Westville Police Service (WPS) services the town of Westville, with a population of 3,540 and an approximate area of 14 square km.
- Effective July 8th 2024, WPS and the Stellarton Police Service announced that Mark Hobeck would assume the role of Police Chief for both services, further strengthening the working relationship and collaboration on services.
- Westville Police Service is currently led by the Chief of Police for Stellarton Police



Sample Highlights

- Westville has implemented a number of community-driven programs to build a connection with the community and engage citizens in crime reduction and prevention, this includes the Westville Citizens Crime Prevention Association, a neighborhood watch program and more.

Key Figures

Operating Expenses in 2022-23: ~\$1M

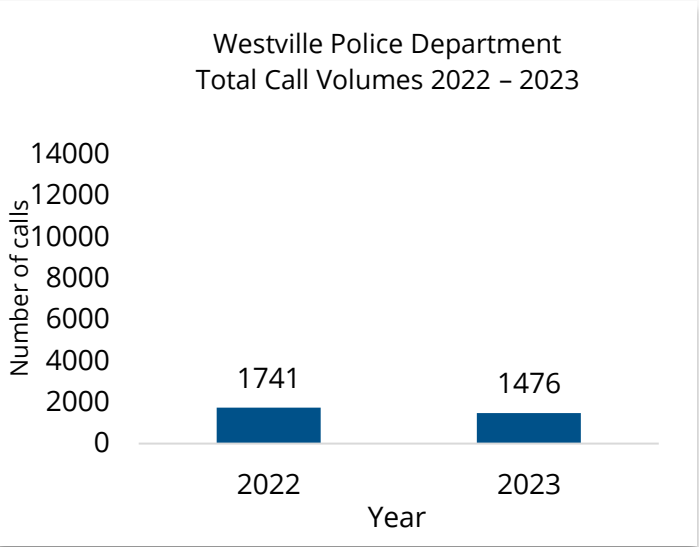
Personnel: 9*

FTE sworn officers: 6

Sworn officers: 6

Calls for Service in 2023

- In 2023 Westville Municipal Police responded to a total of 1,476 incidents
- The most common call being suspicious person / vehicle / property (10.8%), followed closely by “Motor Vehicle Act - Other Activities (except traffic warnings)” (10.5%)



*Personnel numbers include sworn officers, civilian staff, administrative staff, etc.



Appendix D: Additional information

List of RCMP Advisory Boards and Municipal Boards of Police Commissioners

List of police boards provided by DOJ.

RCMP Advisory Boards

1. Region of Queens Municipality
2. West Hants Regional Municipality
3. Town of Antigonish
4. Town of Berwick
5. Town of Digby
6. Town of Lunenburg
7. Town of Mahone Bay
8. Town of Middleton
9. Town of Mulgrave
10. Town of Oxford
11. Town of Pictou
12. Town of Port Hawkesbury
13. Town of Shelburne
14. Town of Stewiacke
15. Town of Wolfville
16. Town of Yarmouth
17. Municipality of the County of Annapolis
18. Municipality of the County of Antigonish
19. Municipality of the District of Argyle
20. Municipality of the District of Barrington
21. Municipality of the District of Chester
22. Municipality of the District of Clare
23. Municipality of the County of Colchester
24. Municipality of the County of Cumberland
25. Municipality of the District of Digby
26. Municipality of the District of East Hants
27. Municipality of the District of Guysborough
28. Municipality of the County of Inverness
29. Municipality of the County of Kings
30. Municipality of the District of Lunenburg
31. Municipality of the District of Pictou
32. Municipality of the County of Richmond
33. Municipality of the District of Shelburne
34. Municipality of the District of St. Mary's
35. Municipality of the County of Victoria
36. Municipality of the District of Yarmouth

Municipal Boards of Police Commissioners

1. Cape Breton Regional Municipality
2. Halifax Regional Municipality
3. Town of Amherst
4. Town of Annapolis Royal
5. Town of Bridgewater
6. Town of Kentville
7. Town of New Glasgow
8. Town of Stellarton
9. Town of Truro
10. Town of Westville

Specialized services provided by RCMP “H” Division

Summary of specialized services provided by RCMP “H” Division as cited within the current state operating model “on a page”.

1. Alert Ready Program
2. Amber Alert Ready
3. Business Continuity Plans
4. Collision Analysis and Reconstruction Service (CARS)
5. Commercial Crime Program (CCS)
6. Community, Indigenous, Diversity Policing Services (CIDPS)
7. Crime Stoppers
8. Crisis Negotiators (CNT)
9. Critical Incident Program (CIP) / Emergency Response Team (ERT)
10. Cybercrime
11. Division Emergency Operations Centre (DEOC)
12. Emergency Management Section (EMS)
13. Emergency Medical Response Team (EMRT)
14. Emergency Operational Plans (EOPs)
15. Forensic Identification Service (FIS)
16. Ground Search and Rescue (GSAR) Program
17. Human Trafficking Unit (HTU)
18. Internet Child Exploitations (ICE)
19. Interview Assistance Team (IAT)
20. Intimate Partner Violence (IPV)
21. Major Crime Unit (MCU)
22. Mobile Command Post
23. National Sex Offender Registry (NSOR)
24. Operational Communication Centre (OCC)
25. Police Dog Service (PDS)
26. Provincial Proceeds of Crime (PPOC)
27. Scribes
28. Synthetic Drugs and Scenes (SDS)
29. Tactical Support Group (TGS)
30. Tactical Training Unit
31. Training and Exercising Program
32. Traffic Services
33. Truth Verification Section
34. Underwater Recovery Team (URT)
35. Violent Crime Linkage Analysis System (ViCLAS)
36. Criminal Intelligence Service Canada – NS (CISNS)
37. Commercial Crime Services (CCS)
38. Covert Operations
39. Divisional Criminal Analytical Services (DCAS)
40. Explosives Disposal Unit (EDU)
41. Chemical Biological Radiological Nuclear (CBRN)
42. Digital Computer Services (DFS)
43. Federal Serious & Organized Crime (FSOC)
44. Human Source
45. Integrated Proceeds of Crime (IPOC)
46. Legal Applications Support Team (LAST)
47. Major Crime Management (MCM)
48. Marine Security Operational Centre (MSOC)
49. National Security Enforcement Section (NSES)
50. Protective Services
51. Special “I”
52. Special “O”
53. Witness Protection

Costing Studies for Policing Transition as Data Sources

The transitional cost studies cited below are not a direct comparison to the implementation of the options provided within this report as they focus on the transition of a single police service to another, but these studies assess similar cost items and demonstrate a sense of magnitude of dollars.

Two jurisdictional costing studies contextualize potential one-time transition costs for a municipal service and provincial police service:

City of Surrey*

- Cost of transition from RCMP to Surrey Regional Police allocated as \$63.6M.
- The Transition fund captured costs associated with IT infrastructure and projects, salaries for temporary civilians (20 auxiliary staff), sworn officers recruitment, communication/marketing services and financial services. Equipment/capital expenses and other expenditures including training and recruitment, professional services, administration and supplies and materials sat in funds outside of the \$63.6M.
- Total Operating and Transition Costs for 2024 Provisional Budget was \$~143M.

*Per 2024 Provisional Budget (public, published in December 2023)

Alberta*

- Estimated cost of transition from RCMP to Alberta Provincial Police to be between \$366M to \$371M**
- Estimated to be incurred over a 6-year period.
- ~\$125M constitute capital costs and \$241M constitute one-time operating costs.

*Per APPS Transition Study Final Report (public, published in 2021)

** in addition to inflation from 2021 to 2024



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