

# RCMP Transition Feasibility Study, Province of New Brunswick

Phase 2 Report:  
Future Concept of Operations & Cost Model

December 13, 2021

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# 1. Executive Summary

## 1.a Executive Summary

The Government of New Brunswick is evaluating a unique opportunity to build a provincial police service that is 'fit for New Brunswick' to serve, and be directly accountable to, its diverse communities. Consequently, the Department of Justice and Public Safety (JPS) has engaged PricewaterhouseCoopers LLP ("PwC") to build an independent report that proposes a high-level policing model concept for a potential future New Brunswick Provincial Police Service. The recommended model put forward in this report showcases new and innovative practices being implemented by jurisdictions - in Canada and globally - that promotes several critical objectives for any police services organizations today, being more community-oriented, responsive, and cost-effective. The future model is designed to be resilient against the political, economic, and - above all else - social disruptions. These factors are driving a fundamental rethink on how policing services and other agencies across the public safety continuum deliver public safety services while remaining responsive to changing demands and expectations. Moving forward, the Government of New Brunswick should seek to validate the insights presented in this report by consulting widely with impacted stakeholders and communities, including Indigenous communities, right across the province.

The Government of New Brunswick has embarked on a journey and is asking similar questions as many other jurisdictions in Canada and globally about how policing services are delivered and what opportunities there may be to evolve to be more responsive and effective. New Brunswick has an opportunity to reshape the provincial police service to embed innovations that will enable a more holistic and integrated approach to public safety, one that will deepen connections between human services providers (e.g., addiction, mental health, and social services) and the communities they serve to protect the most vulnerable among us, drive optimal outcomes, and address the root causes of crime and disorder across urban, rural, and Indigenous communities. To deliver on this vision - a community-first police service that is accountable to New Brunswickers - there must be a fundamental rethinking of the role the police service plays in a broader network - or ecosystem - of service providers, the nature of its workforce, the way it leverages technology, and how it collaborates right across the public safety continuum.

This report captures the output of Phase 2 of the RCMP Transition Feasibility Study for the province of New Brunswick on the future concept of operations and cost model. It features a high-level operating model for a potential future New Brunswick Provincial Police Service alongside a corresponding financial costing model.

A set of organizational values and guiding design principles were defined in collaboration with JPS - a provincial police service that is community-oriented, collaborative, and responsive while being respectful, transparent, and fair. These values and principles served to guide the development of the target operating model presented in this report. Fundamentally, they are the organization's DNA and are brought to life via the deeply ingrained day-to-day mindsets, behaviours, actions, inactions, and interactions of uniform officers and civilian members across all ranks in a future provincial police service. These values and principles will provide the foundation upon which a future New Brunswick Provincial Police Service will grow. Further details of the core values and guiding design principles defined by JPS are provided in Section 3.

The proposed governance model for a future New Brunswick Provincial Police Service exemplifies the application of these values and design principles. Recognizing there are various models of governance and oversight that could be adopted, the province of New Brunswick has before it a rare opportunity to build accountability structures that are grounded, first and foremost, in communities. Creating a New Brunswick Provincial Police Service that is independent from the Department of Justice and Public Safety is fundamental for building trust and credibility with the public. Indeed, establishing an arms length entity will enable structural checks and balances to safeguard against perceptions of influence by government on police operational decisions and actions. Still, this model embeds accountability to government through financial oversight, the power to appoint and remove Provincial Police Commission members, and through setting and aligning on public safety outcomes and metrics to hold the provincial police service and the Commission to account for performance. Together, these features of the governance and oversight model will be imperative to build the legitimacy of the provincial police service thereby strengthening public trust and confidence in the institution - a fundamental objective of any public service.

In practice, the operating model put forward for a future New Brunswick Provincial Police Service reimagines the provincial police service as just one service provider among others in a broader ecosystem dedicated to fostering safety and well-being. In this model, the provincial police service is integrated with other police and non-police partner entities - sharing resources, data, and intelligence to drive shared outcomes. An integrated model recognizes that community and related human services constitute an ecosystem that brings together a network of public safety and well-being services. At the core of the proposed operating model for a future New Brunswick Provincial Police Service is:

1. A community policing mindset across urban, rural, and Indigenous communities as the 'core business' of the provincial police service complemented by partnerships to deliver specialized public safety services.
2. A recognition of the need to enhance accountability and oversight of police services by independent bodies and local communities.
3. A commitment to drive value for money and optimize the province's existing resources across all police services and reduce duplication through ongoing collaboration and coordination, including with self-administered municipal and regional police services (where appropriate), via formal and informal agreements.
4. A willingness to integrate with broader provincial human services providers and community programs to drive a more holistic approach to public safety and well-being that addresses the root causes of crime and disorder in a responsive manner. Likewise,

the integration of communications and data systems with existing municipal platforms will enable shared access to real time data and deeper collaboration.

Collaboration is essential to enhancing service levels and addressing the root causes of crime and disorder across communities in New Brunswick. Integration and coordination between a future New Brunswick Provincial Police Service, self-administered municipal and regional police services, and community safety partners will enable the optimization - and effective deployment - of scarce resources and the reduction of duplication to deliver a more seamless experience for all New Brunswickers. Working together with formal arrangements will strengthen the ability of government, law enforcement, and community organizations to make urban, rural, and Indigenous communities safer.

Responding to the unique demands of New Brunswickers will depend on a workforce that is adequately trained and that demonstrates deep cultural sensitivity to Indigenous peoples and diverse communities alongside the formal skill sets needed to deliver critical public safety services. In particular, rural communities expect responsive services that are consistent with the quality of services delivered in more densely-populated regions of the province. New Brunswick has an opportunity to adopt leading practices observed across other jurisdictions - in Canada and globally - as they relate to recruiting, training, integrating specialized capabilities, and collaborating with other agencies and members of the community to build a workforce that is representative of the people they serve and a workforce in which those people can be proud. Moving forward, the Government of New Brunswick should seek to engage these voices to validate the insights presented in this report by consulting widely with impacted stakeholders and communities, including Indigenous communities, right across the province.

Should the province decide to move forward, there is a potential opportunity to drive data and information-sharing, and even interoperability - across different law enforcement agencies to work together to address the public safety concerns of all New Brunswickers, such as via a joint Real Time Operations Centre. Criminal actions are not confined to a single jurisdiction and are increasingly spilling over borders - municipal, regional, provincial, and even national.

There is also the potential to realize efficiencies in the delivery of its back-office, or corporate, functions (e.g., finance, human resources, procurement) by leveraging existing government infrastructure, technology, and other assets. This has the potential to decrease costs as well as the administrative burden for the provincial police service, which could enable the redeployment of resources to the frontline. In the current model, the RCMP in New Brunswick (J Division) must adhere to the processes and procedures that are developed federally. These processes do not always allow for flexibility, for example, in enabling urgent, operationally-sensitive procurements, contracting, or human resources changes. A future New Brunswick Provincial Police Service has an opportunity to adopt a more flexible procurement approach by developing its own processes for urgent, operationally-sensitive needs, or leveraging the Government of New Brunswick's processes for larger procurements to drive economies of scale. Ultimately, this integrated approach to corporate services builds in operational flexibility and drives economies of scale that are required to meet dynamic public safety demands.

It should be noted that these high-level potential benefits have not been quantified and would require further exploration and validation should the province decide to move forward with the establishment of a provincial police service.

Based on the proposed operating model, a high-level financial costing model has been prepared to outline the total annual operating cost of the future provincial police service in New Brunswick. The cost model is based on the information provided by JPS and is limited by the unavailability of select inputs. This report presents the methodology applied to develop the cost model as well as the underlying assumptions. Further details on assumptions, calculations, and costs of the model are provided in Section 8.

To realize this vision, the province has before it an opportunity to rethink how public safety services are delivered today. Whereas select recommendations might appear to be a radical departure from the status quo, others are already underway across the province in partial fulfillment of the government's continuous improvement journey.

## 1.b Assumptions & Limitations

One of the key objectives of the RCMP Transition Feasibility Study ("Study") is to assess the current costs of Royal Canadian Mounted Police (RCMP) services in New Brunswick and to develop a preliminary recommendation for a provincial policing model, as well as a high-level roadmap and cost drivers, for a potential transition from the RCMP for the consideration of the Government of New Brunswick.

The outcomes presented in this Study are founded on a number of assumptions and limitations:

- From the outset, our approach was *not* to weigh in on whether or not the province of New Brunswick should proceed with a provincial police service, but rather to articulate what a provincial police service could look like should the province decide to move forward.

- This Study does not evaluate how the future policing model should be funded, including offsets to account for the current cost-sharing agreement with the federal government or potential cost-sharing arrangements with municipalities across the province.
- This Study was intended to provide a high-level analysis, rather than a comprehensive examination of a potential future state concept of operations for a provincial policing organization, including primary cost drivers. Consequently, any decision-making on the basis of the concepts presented in this Study should be validated through further investigation.
- Fundamentally, this Study was strictly informed by consultations with, and data provided by, the Department of Justice and Public Safety (“JPS”), as well as existing knowledge of RCMP operations in other provinces. Where applicable, publicly available data, such as the RCMP Annual Reports, were leveraged to inform the Study.<sup>1</sup> Neither the RCMP nor other stakeholders were engaged. The Government of New Brunswick should seek to consult stakeholder groups to assess potential impacts, build a shared vision for the future of policing in the province, and galvanize broad support for that vision.
- In particular, recognizing that any decisions pertaining to policing in Indigenous communities depend on meaningful consultation with impacted communities across the province, the intent of the concepts presented in this Study on policing in Indigenous Communities is neither to propose recommendations nor to be prescriptive about the direction the government should pursue. Instead, this Study presents an opportunity to start a dialogue on a range of considerations as the province of New Brunswick plans ahead to its desired future state.
- Moving forward, the recommendations put forward in this Study should be supported by more detailed analysis and validated with stakeholders to provide further assessment of the feasibility and benefits of a future New Brunswick Provincial Police Service. The recommendations have been developed based on the data available to the Study team at the time of writing and could be refined with more data and stakeholder consultation.
- The cost model estimates the steady state costs of providing the proposed future model. Details on the underlying model assumptions are provided in Section 8. One-time transition costs to stand up a potential future New Brunswick Provincial Police Service and related sources of funding, including the potential loss of federal subsidies and the split of future costs between the province and municipalities, are not part of this report and should be studied further by the Government of New Brunswick.

Bolstered by further analysis and broad stakeholder consultation, including with Indigenous Communities across the province, the outcomes of this Study presents an opportunity for the New Brunswick government to reflect on its provincial policing model - no matter what direction it takes.

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<sup>1</sup>Government of Canada, R. (2021, October 28). Indigenous policing and reconciliation. Retrieved from <https://www.rcmp-grc.gc.ca/en/nb/publications>

# 2. Background

## 2.a Overview of RCMP Transition Feasibility Study for the Province of New Brunswick

The purpose of the RCMP Transition Feasibility Study (“Study”) is to assess the current costs of RCMP services in New Brunswick (J Division) and to develop a preliminary recommendation for a provincial policing model, as well as a high-level roadmap and cost drivers, for a potential transition from the RCMP for the consideration of the Government of New Brunswick.

Fundamentally, this Study is not intended to put forward a recommendation to the Government of New Brunswick on whether or not the province should pursue a transition to a provincial police service.

The Study was delivered in three phases of work between October 2021 and December 2021. The phases of the project are outlined below:

### Phase 1: Define the Current State Services, Operations, and Costs

The objective of the first phase of work was to develop an understanding of how policing services are delivered by the RCMP today across the province, including in rural, remote, and Indigenous communities. In order to assess the feasibility of a potential New Brunswick Provincial Police Service from the perspective of services and capabilities, quality, and costs, an understanding of the current state needed to be established, including:

- 1) Services and capabilities provided; and
- 2) Functional and operational considerations

In Phase 1, the Study examined the services and capabilities the RCMP provides today based on existing knowledge of RCMP operations in other provinces as well as data provided by the New Brunswick Department of Justice and Public Safety.

### Phase 2: Articulate a New Brunswick Provincial Police Service (“NBPPS”) Future Concept of Operations Model

Envisioning a ‘fit for New Brunswick’ provincial police service started with the desired target state. To get there, this Study was shaped by a Jurisdictional Scan Report, delivered to JPS on November 22 2021, which showcased innovative policing models and practices across other jurisdictions - in Canada and globally. The case studies featured in the Jurisdictional Scan Report served to validate the overarching vision and strategy for a potential future New Brunswick Provincial Police Service, and to establish guiding design principles and ‘non-negotiables’ to articulate a preliminary recommendation for a provincial policing model.

Throughout this phase, and informed by input from JPS, we reimagined what a provincial policing model could look like for New Brunswick, including collaboration with municipal and regional police services; other provincial services, such as addictions and mental health; and even other provinces to rethink how law enforcement and broader community safety services are delivered, and to define a high-level operating model and organizational structure to enable integrated operations.

The future concept of operations model is supported by a financial costing model, including an estimate of human resources, real estate, administration, and other costs.

### Phase 3: Build a High-Level Transition Roadmap

The third phase of this Study will focus on developing a high-level roadmap for a potential transition to a future New Brunswick Provincial Police Service. The intent of this roadmap is to provide an overview of an approach the province of New Brunswick could take to enable the transition, and identify critical next steps and activities to support the transition. Moreover, this phase of work will identify cost drivers and considerations associated with supporting a potential transition. It will not, however, provide a cost estimate of the transition.

Once completed, this Study will be submitted to the Department of Justice and Public Safety, for its consideration, to inform decision-making.

# 3. Approach & Methodology

The purpose of this Study is to reimagine a new model of provincial policing in New Brunswick. To get there, the approach and methodology for designing the recommended model was not to recreate the RCMP policing model at the provincial level (J Division), but rather to consider what a responsive, integrated, and community-oriented policing model could look like for the province. The recommended preliminary model presented in this report is grounded in deep connections between the police service and the communities it serves; collaboration and partnerships among various service providers spanning addictions, mental health, social services, and more; and instilling transparency and accountability in police operations to foster the trust of local communities.

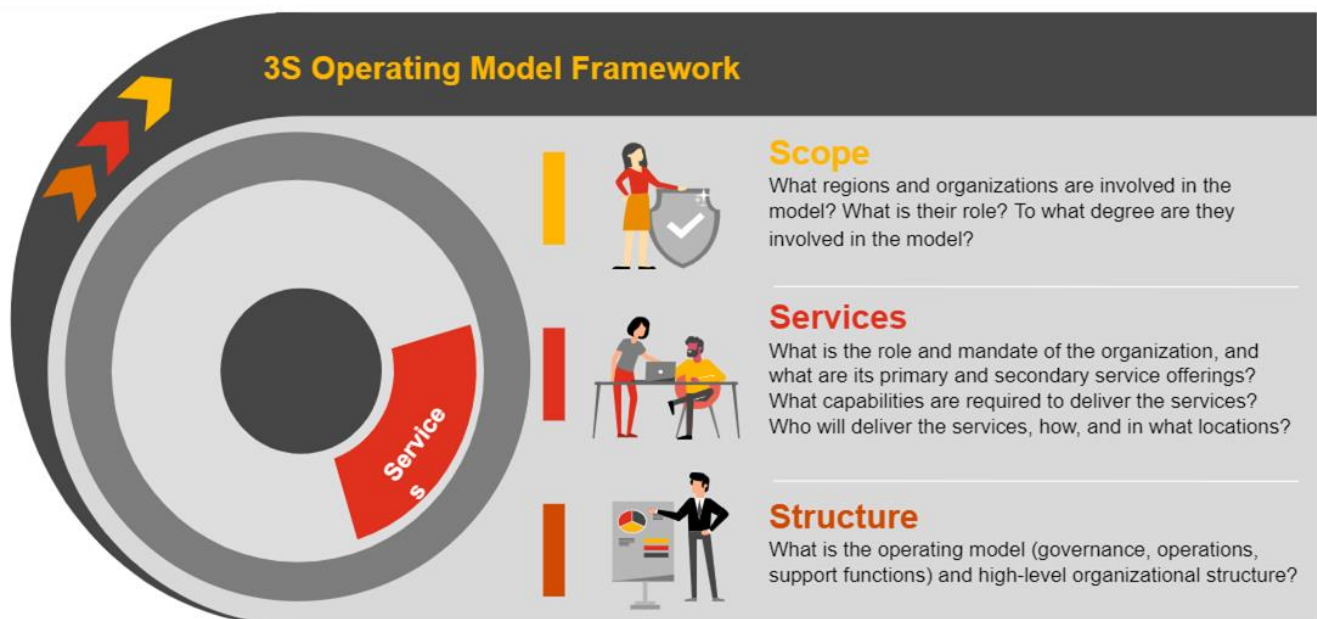
The model was developed by building upon a baseline policing model and tailoring core features of the model, such as governance, operations, and enabling capabilities, to the unique needs of local communities throughout New Brunswick. Proposed recommendations, therefore, consider the province’s existing policing operations, including governance and organizational structure, workforce, infrastructure, services, and the landscape of other entities currently delivering public safety and broader wellness services.

Stakeholder engagement to shape the design of the preliminary model and to validate the recommendations presented in this report did not go beyond the Department of Justice and Public Safety. Consequently, should the province of New Brunswick decide to proceed with the evaluation of a potential RCMP transition, it is recommended that broad stakeholder consultations, including the general public, be undertaken to further detail, and validate the design of, the future provincial policing model.

From the outset, our approach was *not* to weigh in on whether or not the province of New Brunswick should proceed with a provincial police service, but rather to articulate what a provincial police service could look like should the province decide to move forward. This report does not present an assessment of the current service levels, any service level impacts of the future model beyond a qualitative analysis of service level impacts that could be reasonably expected if the recommended model is implemented, or a comparison of response times between the current model and recommended model.

Adequately evaluating the operating and service delivery model options that were considered depends on, first and foremost, presenting a clear definition of the different components of a future policing model. The operating and financial costing model were developed by leveraging the 3S Operating Model Framework, which provides an approach for articulating the various components of the operating model:

- 1) **Scope:** What is the geographical scope of operations? What entities are involved, or interact with, the police service? What is the degree, and nature, of their engagement in the policing model?
- 2) **Services:** What is the mandate of the organization and what are its primary and secondary service offerings? What are the capabilities required to deliver those services?
- 3) **Structure:** What is the operational structure? How are the underlying governance structure and organizational structure designed to enable operational priorities?










### 3.a Organizational Values & Guiding Design Principles

Envisioning a 'fit for New Brunswick' provincial police service started with defining - in collaboration with JPS - organizational values and guiding design principles to set the vision and priorities for a future New Brunswick Provincial Police Service.

Organizational values steer an organization's purpose and direction. They are at the core of an organization's raison d'être. For JPS, this exercise revealed a number of aspirational values for a future New Brunswick Provincial Police Service; specifically:

- Consistent
- Community-Oriented
- Collaborative
- Integrated & Efficient
- Transparent
- Fair
- Responsive
- Respectful

These organizational values were subsequently translated into tangible design principles. Design principles serve as guardrails that establish the boundaries of design. JPS identified nine design principles; specifically:

Organizational Values	Design Principles
 Consistent (e.g., #1)	1. Both rural and urban New Brunswickers receive consistent public safety outcomes
 Community-Oriented (e.g., #2, 6)	2. Designed for New Brunswick's unique characteristics and its diverse communities and populations
 Collaborative (e.g., #3)	3. Policing in collaboration with others (e.g., public safety providers, communities, governments)
 Integrated & Efficient (e.g., #4)	4. Leveraging economies of scale, efficiencies, and opportunities for integration
 Transparent (e.g., #5)	5. Building confidence and legitimacy through procedural fairness, operational excellence, and transparency
 Fair (e.g., #5)	6. Deploying a workforce that is representative of the communities and people served
 Responsive (e.g., #7, 8)	7. Fostering a learning organization that promotes evidence-based innovations across the operating model
 Respectful (e.g., #8, 9)	8. Citizen-centered approach that is responsive to communities and individuals
	9. Embedding the health, well-being, and dignity of the workforce in everything the police service does

When clearly defined, design principles reveal potential tradeoffs between competing aspirations and, therefore, challenge an organization and its leaders to prioritize desired outcomes and - consequently - allocate scarce resources accordingly. For example, a future New Brunswick Provincial Police Service that prioritizes consistency by ensuring both rural and urban New Brunswickers receive consistent public safety outcomes could reduce options to drive efficiencies because the aspiration for consistency could mean deploying more uniform officers and other first responders to rural and remote communities across the province notwithstanding the potential increase in costs.

### 3.b PwC 'Envision' Framework

Building a target operating model depends on various factors that, together with an organization's underlying values, shape the design of the desired future state. The PwC 'Envision' Framework is a simple tool that showcases six specific dimensions to enable the articulation of a future concept of operations model; specifically:

- Guiding Design Principles
- Governance & Accountability
- Operational Services & Capabilities
- Critical Workforce Traits
- Real Property, Data & Technology
- Opportunities for Innovation, Collaboration, Regionalization & Partnerships

For each of these dimensions, dedicated discussions were held with JPS (often in a virtual workshop setting) to guide the development of a high-level operating model for a potential future New Brunswick Provincial Police Service, which is presented in this report. The purpose of these discussions was to ignite a dialogue on the desired future state; for example:

- 1) **Vision:** What is the vision for a future New Brunswick Provincial Police Service? What are its priorities? How does it interact with



the individuals and communities it serves?

- 2) **Governance & Accountability:** How will a future New Brunswick Provincial Police be governed? How will it be held to account? Who should oversee the police service? How should communities, including Indigenous representation, municipalities, the New Brunswick government, and other entities be involved in governance?
- 3) **Operational Services & Capabilities:** What services and capabilities should be prioritized for a future New Brunswick Provincial Police Service to address unique challenges across the province? How should those services be delivered - and by whom? What capabilities should a provincial police service strive to build internally? What capabilities should it leverage from other organizations, such as the RCMP, municipalities, private service providers, or others?
- 4) **Critical Workforce Traits:** What kind of provincial police workforce would New Brunswickers aspire to have? What skill sets and competencies are required to fulfil its vision? What workforce traits are 'non-negotiable'? How will the provincial police service interact with the public?
- 5) **Real Property, Data & Technology:** What is the preferred geographic footprint of a future New Brunswick Provincial Police? Does it require more or fewer detachments? What data capabilities should be prioritized? How could technology be leveraged to deliver enhanced public safety outcomes? How should a future provincial police service share data and intelligence with other law enforcement agencies across jurisdictions?
- 6) **Innovation, Collaboration, Regionalization & Partnerships:** How could a future New Brunswick Provincial Police Service reimagine the way public safety is delivered in the province? How could partnerships with other public and private service providers improve public safety outcomes - for everyone? How could the province think more holistically about public safety beyond law enforcement to be more inclusive of broader addiction, mental health, and family crisis challenges that are wreaking havoc on communities everywhere?

These discussions were grounded in New Brunswick's unique geographic, political, and social context and checked by innovative policing models and practices across other jurisdictions - in Canada and globally - to push the boundaries of the art of the possible.

# 4. Scope of the Operating Model

A potential future New Brunswick Provincial Police Service would be called upon to operate in a highly complex environment that features a wide range of entities, including regions, Indigenous communities, not-for-profit organizations, private service providers, government departments and agencies, and even other provinces that play a role in providing law enforcement, public safety, and related services across the province.

Designing operating and service delivery models for highly complex environments, like this, demands an acute understanding of, and appreciation for, the degree to which a new entity - like a New Brunswick Provincial Police Service - will be separate from or integrated with other service providers. In some cases, the new entity may even absorb other service providers.

The broader public safety ecosystem of service providers in which a future New Brunswick Provincial Police Service would operate include but are not limited to:

- RCMP
- Department of Public Safety and Justice, including [Inspection and Enforcement New Brunswick \(IENB\)](#)
- Municipal Police Services
- Regional Police Services
- First Nation Police Services
- [Serious Incident Response Team \(SiRT\)](#)
- [Canadian Security Intelligence Service \(CSIS\)](#)
- [Canada Border Services Agency \(CBSA\)](#)
- [Regional Service Commissions \(RSCs\)](#)
- Victim services organizations
- Healthcare providers (e.g., addictions and mental health)
- Social services providers (e.g., emergency social services, homelessness)
- Community organizations (e.g., Neighbourhood Watch)
- [Law Enforcement Coordination Group \(LECG\)](#)
- [New Brunswick Association of Chiefs of Police \(NBACP\)](#)
- New Brunswick Police Commission (oversees the province's seven municipal and two regional police forces and allows the public to issue a complaint about any member of a police force's misconduct and/or the police force's policies or services)
- New Brunswick Police Association

Whereas consideration was given to these entities - and the implications for services, infrastructure, technology, and more - a deeper analysis of their interactions with a future New Brunswick Provincial Police Service should be undertaken to take a 'portfolio' perspective in order to optimize resources and capabilities right across the province.

# 5. Services & Capabilities Catalogue

Innovative and leading policing organizations globally are turning to capability-driven models to restructure and transform services, and to optimize resources by ensuring the right capabilities are accessible to the whole organization. Notable examples of organizations adopting a capability-driven lens include the Australian Federal Police and the UK National Police Chiefs Council (NPCC) Specialist Capabilities Programme, which ensure services have the funding they need to retain what the public want while recognizing the imperative of managing high-value capabilities differently.

In responding to a rapidly-changing and complex public safety environment in New Brunswick, a future New Brunswick Provincial Police Service will need to combine legacy ways of policing with new and innovative ways of working that reimagine how community policing is done. Capabilities need to be built in a way that supports future operational challenges, delivers community policing services to communities in a responsive way, and fosters the trust of the public in law enforcement institutions.

A future New Brunswick Provincial Police Service, and its role in the province's broader community safety landscape, will need to be thoroughly examined in the context of a network, or ecosystem, of organizations that all operate to provide various services related to:

- Public safety
- Protection of vulnerable people
- Crime reduction
- Health and well-being of individuals and communities
- Law enforcement
- Prevention of crime and disorder

In order to build a model that recognizes the need for integration, this Study takes a capability-driven approach that considers the scope, services, and structure of a future provincial police service in the context of the public safety and well-being of New Brunswickers.

## What is a capability?



A **capability** is the articulation of the ability or capacity an organization needs in order to perform its core functions. It is the combination of resources that enable an organization to deliver a particular service to the people it serves.

## Why is a capability-led approach the right fit for policing?



Capability-driven models are an innovative tool being leveraged by leading police organizations to respond to the changing nature of crime. At the heart of a capability-led approach is a recognition that policing is most accurately understood as a group of interconnected and complementary capabilities.



When brought together in different combinations, these capabilities reinforce each other and enable law enforcement agencies to tackle complex threats, realize desired outcomes, and - ultimately - drive enhanced public safety outcomes.



On the contrary, structure-led models can lead to 'silos', which undermine the breadth of talent, resources, and equipment that organizations can tap into at local, regional, provincial, and even national levels. Capability-driven models are grounded in the idea that the whole organization has access to all of these capabilities based on need.



Capability-driven models enable a 'networked' approach whereby capabilities are developed across entities. Fundamentally, this approach maintains the most desirable features of local policing while connecting police services to other service providers in ways that increase efficiency, effectiveness, and the broader sustainability of the ecosystem.

## A Capability-Led Model Starts With A Services & Capabilities Catalogue

At its core, a services and capabilities catalogue is an inventory of the ecosystem of services delivered by an organization in order to fulfill its mandate. These services, in turn, dictate the capabilities required by an organization to bring its vision to life. This catalogue enables the design of a future operating model - it is the point of departure for determining what should be done, how, and by whom. For policing entities, this means determining how law enforcement capabilities should be organized and delivered to maximize impact. These catalogues are typically maintained, and updated, by organizations on an ongoing basis.



### What a Services & Capabilities Catalogue is *Not*

- ⊗ A recommendation for what services **should** be delivered
- ⊗ An indication of future **organizational structure**, governance, or resourcing
- ⊗ A representation of a future service delivery model

### Why We Use These Catalogues

- ✓ Provides a common foundation for dialogue, analysis, and prioritization
- ✓ Clarifies dependencies and integration points between services and other entities
- ✓ Enables an assessment of how different capabilities interact and what enablers are required

A services and capabilities catalogue for a future New Brunswick Provincial Police Service was developed by leveraging input from Phase 1 Report (Current State Analysis & Cost Model), the Jurisdictional Scan Report, and benchmarking against other law enforcement agencies as well as from consultations with JPS.

The services and capabilities captured in the catalogue for a potential future New Brunswick Provincial Police Service are:

#### Governance & Oversight

The recommended model seeks to strengthen accountability by introducing a Provincial Police Commission, Regional Police Commissions, and stronger civilian-led oversight.

- Strategic decision-making
- Organizational planning
- Financial oversight
- Civilian oversight and complaints investigations

#### Strategic Capabilities

Recognizing that effective strategic planning and operational decisions must be informed by evidence, the future model is designed to be a learning organization that prioritizes continuous improvement, partnerships management, and the ability to continuously respond to evolving demands.

- Operational decision-making
- Organizational performance management
- Continuous improvement
- Commissioning and partnership management
- Organizational communications
- Legal support services
- Data and crime analytics
- Professional standards

#### Community Policing & Field Operations

A provincial police service should be community-oriented, collaborative, and integrated with other government, police, and community organizations to address the root causes of crime and disorder. The future model seeks to be more effective by partnering to allocate the province's resources more effectively, such as in the delivery of specialized responses, embedding multi-disciplinary teams across the province to manage addiction, mental health, family crisis, and related calls. Moreover, the proposed model calls upon the province to establish a dedicated complex investigations unit resourced in partnership with municipal and regional police services as well as federal and provincial partners.

- Urgent response
- Non-urgent response
- Community engagement and outreach
- Directed and proactive patrols
- Specialized services (e.g., tactical, explosives disposal, canine, air support)
- Major and complex investigations
- Case management
- Criminal intelligence and intelligence gathering
- Mental health, wellness, and family crisis response
- Traffic safety and enforcement
- Community harm and crime prevention
- Victim services and vulnerable people protection
- Organized crime response and investigations

### **Mid-Office & Communications**

Coordinated communications and information-sharing is critical to providing more efficient and effective responses. Enabling real time information-sharing, integrated dispatch, and real time communications will enable all police services in the province to operate more effectively, reduce duplication, and coordinate to deliver services across the province.

- Public Safety Answering Points (PSAPs) services
- Dispatch
- Operational communications
- Real Time Operations Centre (RTOC)
- Records management

### **Enabling Capabilities**

Leveraging existing resources across the Government of New Brunswick and developing alternative processes to support operations could enable a future New Brunswick Provincial Police Service to be cost effective, drive economies of scale, and be more responsive to operational requirements.

- Financial services and budgeting
- Human resources
- Procurement and contract management
- Quartermaster and equipment management
- Information management and technology management
- Asset management
- Fleet management
- Training and development

This capability-led approach has been leveraged by other jurisdictions, such as the UK and Australia, to inform their own police service modernization efforts.

While not always understood in this way, the development and evolution of capabilities (e.g., surveillance, analysis, cyber investigations) has always been at the core of how police services operate. However, capabilities have often evolved organically without adequate consideration for efficiency and effectiveness. For police services, this means that they have potentially missed out on proactively building and maturing their capabilities to respond to emerging trends (e.g., cyber threats), or have expanded their mandate and services without an evidence-based assessment of the breadth of talent, resources, and equipment they have at their disposal at local, regional, provincial, or even national levels, including where resources need to be matured or reprioritized.

The preliminary model presented in this report aims to build a networked approach to delivering public safety services that is cost effective, drives integration of service delivery and data sharing, and is grounded in building a modern approach to community policing.

# 6. Recommended Model at a Glance

## 6.a The Recommended Model At A Glance

A provincial police service in New Brunswick should adopt new and innovative thinking to usher in an integrated service that deepens connections and strengthens joint responses with healthcare providers, social services, and communities to protect vulnerable people, improve service levels, and address the drivers of crime and disorder in rural, urban, and Indigenous communities. To deliver on this community-oriented police service that is accountable to, and tailored to the unique needs of, New Brunswickers, there must be a fundamental rethinking of how the police service operates within a broader network, or ecosystem, of service providers; the nature of its workforce; the way it utilizes data and technology; and how it collaborates across the continuum of public safety.

The recommended model for a potential future New Brunswick Provincial Police Service features a number of new approaches to service delivery, builds on successful partnerships, and seeks to fill in the 'gaps' of the current policing model while maintaining its existing strengths.

The proposed recommendations are as follows:

### Governance & Operating Model Recommendations

- **Recommendation:** It is recommended that a potential future provincial police service adopt a hybrid policing model that takes an integrated and collaborative approach to providing service and, therefore, enables more efficient and effective resource allocation. In this model, the provincial police service's resourcing model enables alternative resourcing to ensure the deployment of the right resource with the right capabilities at the right time (refer to section 7.a for details).
- **Recommendation:** It is recommended that the police service be structured as an arms length agency governed by a Provincial Police Commission appointed by the New Brunswick Department of Justice and Public Safety (refer to section 7.b for details).
  - **Recommendation:** It is recommended that the size of the Provincial Police Commission not exceed 15 members, and that the Government of New Brunswick seek to have approximately 7 or 9 members appointed (refer to section 7.b for details).
  - **Recommendation:** It is recommended that the Provincial Police Commission be supported at the local level by Regional Police Commissions (via New Brunswick's existing Regional Service Commissions) that bring the local voice to the table to ensure communities receive the services they need and that they can hold the police service to account (refer to section 7.b for details).
- **Recommendation:** It is recommended that a future provincial police service leverage the existing New Brunswick Police Commission, which currently oversees the province's seven municipal and two regional police forces, to allow the public to issue a complaint about any member of the police force's misconduct and/or the police force's policies or services. In this model, the New Brunswick Police Commission would investigate allegations of misconduct by members of the new provincial police service that are not within the mandate of the Serious Incident Response Team (SiRT) (refer to section 7.b for details).
- **Recommendation:** It is recommended that the Chief of Police of a potential future New Brunswick Provincial Police Service join the New Brunswick Association of Chiefs of Police (NBACP) as a representative of the provincial police service (refer to section 7.b for details).

### Strategic Capabilities & Leadership Recommendations

- **Recommendation:** It is recommended that the province of New Brunswick stand up the Law Enforcement Coordination Group (LECG) in a permanent capacity and that it include a representative from JPS (refer to section 7.c for details).
- **Recommendation:** It is recommended that the Chief of Police be supported by an Executive Office to deliver strategic support required to develop strategy, monitor performance, and operationalize priorities set by the Provincial Police Commission (refer to section 7.c for details).
  - **Recommendation:** It is recommended that the Executive Office be enabled by a mature Organizational Performance Management & Continuous Improvement function to monitor performance against objectives, identify new initiatives, and drive a continuous improvement culture - and that organizational performance monitoring be grounded on the fulfillment of public safety outcomes (refer to section 7.c for details).
  - **Recommendation:** It is recommended that the Executive Office feature a Commissioning & Partnership Management function to manage all commissioning and partnership arrangements, and to act as the single point of contact for them (refer to section 7.c for details).

- **Recommendation:** It is recommended that the Executive Office include a Professional Standards function to support the adjudication of complaints by facilitating investigations of police conduct and ensuring recommendations implemented (refer to section 7.c for details).

### Frontline Deployment Model Recommendations

- **Recommendation:** It is recommended that the provincial police service develop a network-based deployment model that recognizes different types of detachments (e.g., urban, rural, hub), based on local needs, and their role in the broader service delivery ecosystem, and enables the sharing of resources and costs (refer to section 7.d.4 for details).
- **Recommendation:** It is recommended that the provincial police service co-locate alongside other services, including addiction and mental health professionals, social services workers, family crisis teams, and community programs, that operate in the same physical space as police services (refer to section 7.d.5 for details).
- **Recommendation:** It is recommended that a potential future New Brunswick Provincial Police Service prioritize the maturity of its community policing services and capabilities by allocating adequate resources to it, and by developing its own approach to community policing that reflects the needs of local communities (refer to section 7.d for details).
- **Recommendation:** It is recommended that a future New Brunswick Provincial Police Service collaborate with independent municipal and regional police services, and explore opportunities to partner with neighbouring provinces to deliver select specialized services supported by Service Level Agreements (SLAs) and contractual agreements to share costs (refer to section 7.d.6 for details).
- **Recommendation:** It is recommended that a future provincial police service deploy multidisciplinary teams of mental health and social workers partnered with peace officers to respond to mental health and wellness, addictions and family crisis calls (refer to section 7.d.3 for details).
- **Recommendation:** It is recommended that the province of New Brunswick expand the number of Community Program Officer (CPO) roles, and that it seek to fill those roles with Indigenous candidates to foster stronger connections between the provincial police service and the Indigenous communities it serves (refer to section 7.e.2 for details).

### Organizational Capabilities Recommendations

- **Recommendation:** It is recommended that Inspection and Enforcement New Brunswick (IENB) be consolidated into the provincial police service and that IENB resources and services be leveraged to deliver community policing and field operations services, traffic operations, and complex investigations. IENB administrative staff could be utilized to deliver corporate services (refer to section 7.d.9 for details).
- **Recommendation:** It is recommended that an Indigenous Advisory Panel be formed to provide ongoing guidance and recommendations to the Chief of Police (refer to section 7.e.3 for details).
- **Recommendation:** It is recommended that traffic enforcement be built as a core capability of a future provincial police service (refer to section 7.d.7 for details).
- **Recommendation:** It is recommended that a future New Brunswick Provincial Police Service establish a dedicated unit to oversee complex investigations and intelligence, and that it collaborate with partner agencies to share costs and resources (refer to section 7.d.8 for details).

### Technology & Enterprise Systems Recommendations

- **Recommendation:** It is recommended that the provincial police service proceed with implementing a unified Records Management System (RMS) across the province to enable interoperability with other police services (refer to section 7.f.1 for details).
- **Recommendation:** It is recommended that the provincial police service leverage the New Brunswick Trunked Mobile Radio (NBTMR) system and existing Public Safety Answering Points (PSAPs) (refer to section 7.f.2 for details).

### Corporate Services Recommendations

- **Recommendation:** It is recommended that a future New Brunswick Provincial Police Service adopt an integrated approach to corporate services that leverages the Government of New Brunswick's existing infrastructure (refer to section 7.g.1 for details).
  - **Recommendation:** It is recommended that a future provincial police service develop processes to enable it to carry out operationally-sensitive, confidential, and/or urgent procurement and human resourcing activities through parallel processes to support public safety requirements (refer to section 7.g.2 for details).

Details of these recommendations, and other features of the proposed concept of operations model, are provided in subsequent sections of the report. A diagram describing the high-level structure of the proposed model is provided below.

## **The Recommended Model At A Glance**



# 7. Structure & Operating Model

## 7.a Approach & Strategy for Model Development

Any future provincial police service must decide where along the decentralized to centralized continuum it will fall. This continuum of options ranges from fully decentralized to hybrid to fully centralized models, driven by an increasing degree of integration and control. There are advantages and disadvantages of every model.

A future policing model for the province of New Brunswick must strike a balance between different drivers, such as delivering responsive services, managing the cost and complexity of operations, and ensuring consistent public safety outcomes. There is an opportunity for a future provincial police service to tap into other entities (public and private alike) to play a role in community safety, and to leverage existing resources across the province, such as capabilities and skill sets, infrastructure, and other government assets.

Whereas integrating services and centralizing functions could reduce costs by driving economies of scale and standardizing processes, this approach could potentially result in heavy layers of inefficient bureaucracy. As the scope of the police organization expands with the integration of more services, there is a risk that complexity and, therefore, operational costs increase, which could potentially diminish the return on investment, measured via service levels, as less impactful services are consolidated.

### Overview of Options

A fully decentralized policing model would be the most similar to the status quo with minimal or informal integration between the provincial police service and other service providers and organizations across the province. A fully centralized policing model would consolidate the provincial police service and other public safety services within the province to optimize resources, and to control and coordinate public safety responses of all types to ultimately be in a position to pull the right levers to deliver high quality, responsive, and consistent outcomes. A hybrid policing model would fall somewhere in between. In this option, the provincial police service would seek to collaborate and share resources through formal agreements, and would explore how other provincial services could potentially be leveraged. A visual representation of this decentralized to centralized continuum of policing model options is presented below.

**Recommendation:** It is recommended that a potential future New Brunswick Provincial Police Service adopt a hybrid policing model. This model will provide an opportunity to adopt innovative approaches, maintain or improve service levels through collaboration and a modernized approach to deployment and resourcing, and enable more efficient and effective resource allocation while balancing complexity, impact on other services, and the capability of other organizations to provide services more efficiently or effectively than would be possible in a centralized organization.

## 7.b Community-Led Governance & Accountability

There is a global shift underway toward a growing demand for more accountability and transparency in public safety organizations in order to build more trust. In Canada, this shift is being driven by major events that are driving changes in the perception of policing in the wake of the Truth and Reconciliation Commission, the National Inquiry into Missing and Murdered Indigenous Women and Girls, and the emergence of the Black Lives Matter movement as well as an acute reaction to incidents that have revealed broader concerns. These, and other, developments are galvanizing calls for rethinking how police services are delivered.

In parallel, there has been a rise in the establishment of independent and civilian-led organizations that provide oversight and ensure police services are compliant with legal obligations, human rights standards, citizens' expectations, and growing demands for fair, consistent, and respectful police service delivery. There is an opportunity to enhance accountability and transparency locally within New Brunswick by rethinking the governance model for policing services in the province's potential transition to a new provincial police model.

Police services and governing bodies in New Brunswick must balance local public safety challenges with the broader priorities and risks faced in the provincial and national public safety context. Law enforcement agencies in New Brunswick must be accountable for providing responsive services to all communities, and for fulfilling the unique needs of local governments and residents.

Currently, the governance model for the RCMP in each province is managed nationally with limited opportunity for local input to be integrated into local community service priorities. There are also few opportunities for formalized accountability mechanisms between the RCMP and provincial and municipal governments that contract policing services. This national governance model provides less flexibility or accountability to the local levels of government and communities than is possible in other models of governance. A provincial policing model creates the opportunity for the Government of New Brunswick to set the direction and priorities for the province while allowing local communities to provide meaningful input and hold police services to account for fulfilling their needs and expectations.

Under a provincial policing model, the Government of New Brunswick will have more control in managing policing costs in the province. The new collective bargaining agreement reached between Public Safety Canada and the National Police Federation provides an example of a considerable increase in costs for services incurred without meaningful input from provincial or municipal governments.

While there are various governance and oversight models that could be adopted, a potential transition to a provincial police service creates a rare opportunity to build governance and accountability structures from the ground up that are grounded on the needs of communities. A new policing model will give the Government of New Brunswick more control in setting the direction, and managing the costs, of policing while establishing a structure that is built around accountability to local needs and provincial priorities that is not always possible in the

current policing model.

## Recommended Governance Structure

**Recommendation:** It is recommended that the police service be structured as an arms length agency governed by a Provincial Police Commission appointed by the New Brunswick Department of Justice and Public Safety.

Structuring the agency as a separate entity from government will set the foundation for the organization to be community-focused and independent from political influence - real or perceived. This recommended structure is consistent with growing demands for transparency, credibility, and accountability of police services in Canada and globally. A Commission-led agency allows the province and local communities to exercise oversight of the organization and maximizes the degree to which the police service is directly accountable to local needs.

Critically, this structure enables the government to exercise accountability over the police service's ability to meet provincial community safety priorities. In the current policing model, the RCMP is accountable to Public Safety Canada at a national level. While there is a degree of priority-setting with local divisions, including J Division in New Brunswick, there are limitations on flexibility and accountability as they relate to local needs.

The **Provincial Police Commission** will drive local accountability and give communities a voice on matters related to decision-making at a higher degree than is possible in the current model. Establishing the Commission in a way that is representative of all communities across the province will enable diversity of thought and experience that is reflective of New Brunswick's unique demographic make-up. Communities will have the platform to articulate concerns about the police service's performance and hold local detachments accountable while having the opportunity to contribute to the province's strategic priorities with regular reporting by the Commission.

The Provincial Police Commission will be responsible for working with the government to set strategic priorities while leaving operational decision-making to the Chief of Police and their Deputies. In this model, the government retains the authority to replace the Commission with a new one when irreconcilable disagreements arise; however, the government could not single-handedly remove a Chief of Police given this would be the responsibility of the Commission. Neither the Commission nor the government would have the authority to order, or direct, operational decisions or actions by the police - a check and balance that would be enshrined in legislation. The authority for operational decisions rests with the Chief of Police and is delegated to the police service through a formal delegation of authority.

This structure does not currently exist at the provincial level in Canada, but is the recommended structure provided to the Government of New Brunswick as an outcome of this Study.

## Recommended Size and Composition of the Provincial Police Commission

**Recommendation:** It is recommended that the size of the Provincial Police Commission not exceed 15 members, and that the Government of New Brunswick seek to have approximately 7 or 9 members appointed. These members could include:

- 1-2 rural community appointed members
- 1-2 urban community appointed members
- 2-3 members appointed by Indigenous communities
- 2 Department-appointed members

This structure emphasizes broad representation across diverse stakeholder groups and allows for input both from within the provincial government as well as beyond it to determine who should sit on the Provincial Police Commission. Casting a wide net is intended to increase the ability to appoint an independent Commission of qualified individuals who bring diverse skill sets to the table and are representative of the communities served by the future provincial police service.

The Chair and other positions should be appointed through an election process conducted by the Commission. Term limits for the Chair and other Commission positions should be imposed to ensure new voices are amplified. Moreover, the renewal of the Chair and other Commission positions ensures no single community or representative will have a stronger or more prominent voice for an extended period.

Members of the Provincial Police Commission should be selected on the basis of their skills, expertise, and lived experience. Additionally, consideration should be given to members with diverse backgrounds and professional and/or leadership experience. A single member of the Commission is not expected to have experience or expertise in all relevant areas; however, there should be coverage of all experiences and expertise across the full complement of members.

An example of a skills and experience matrix, which could be leveraged to ensure coverage of the appropriate experience and expertise is provided below:

## Supporting the Provincial Police Commission with Regional Police Commissions

**Recommendation:** It is recommended that the Provincial Police Commission be supported at the local level by Regional Police Commissions (via New Brunswick's existing Regional Service Commissions) that bring the local voice to the table to ensure communities

receive the services they need and that they can hold the police service to account.

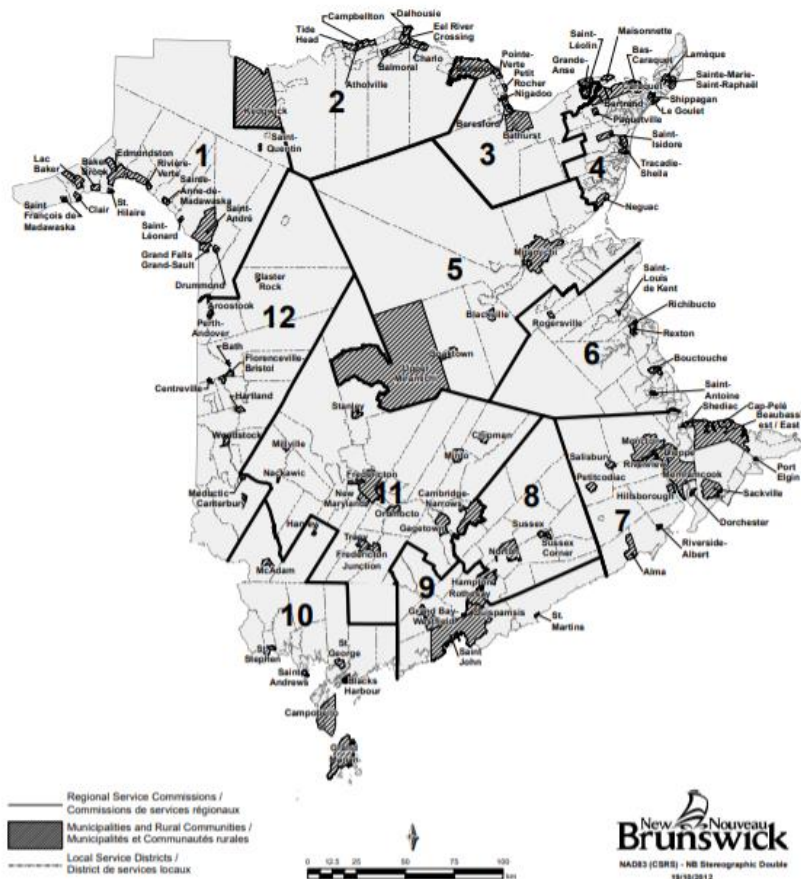
While the Provincial Police Commission will be responsible for collaborating with the New Brunswick Department of Justice and Public Safety on establishing provincial priorities and setting the strategic direction for the organization, it should be supported by **Regional Police Commissions (RPCs)** that perform the same function for local and regional police services. The intent of these Regional Police Commissions is to further enhance the accountability of the provincial police service to local communities.

In this model, Regional Police Commissions oversee the delivery of policing services in their local community. In this way, they contribute to their community’s safety and well-being by working with residents and community groups to ensure their community receives policing services that are commensurate with their unique needs. In particular, Regional Police Commissions should be active in:

- Advising the detachment commander on police services and supports needed by the community
- Setting priorities for local policing services and community safety initiatives jointly with the detachment commander
- Establishing local police service policies, such as homelessness or community safety initiatives
- Participating in the selection of the detachment commander
- Receiving regular reports from the detachment commander, monitoring the detachment’s performance in fulfilling community priorities, and providing evidence-based recommendations for continuous improvement
- Interacting with, and providing regular feedback to, the Provincial Police Commission on priorities and performance

Currently, the province of New Brunswick has 12 **Regional Service Commissions (RSCs)** that are governed by communities and act as service delivery agents to ensure communities receive the services they need.<sup>2</sup> Some of these RSCs have public safety committees that could be transitioned to fulfill the role of Regional Police Commissions, particularly if all RSCs are mandated to establish a public safety committee in the future.

### Regional Service Commission Boundaries



<sup>2</sup>Government of New Brunswick, C. (2016, April 28). *Structure of the new Regional Service Commissions*. Government of New Brunswick, Canada. Retrieved from [https://www2.gnb.ca/content/gnb/en/departments/elg/local\\_government/content/promos/action\\_plan\\_local\\_governance/structure.html](https://www2.gnb.ca/content/gnb/en/departments/elg/local_government/content/promos/action_plan_local_governance/structure.html).

The connection between the Provincial Police Commission and the Regional Police Commissions is a core feature of the recommended model. Regional Police Commissions play a critical role in reporting local and regional issues, needs, and priorities up to the Provincial Police Commission. Consequently, the relationship between the Provincial Police Commission and the Regional Police Commissions acts as a continuous feedback loop that serves to ensure local needs are identified and serviced, and that the provincial police service is held to account for delivering desired outcomes.

In order to establish clear priorities and expectations for delivery of services by a future New Brunswick Provincial Police Service, a community-focused strategic planning process is proposed.

This priority-setting and decision-making model embeds local voices and representation into the institution through the Regional Service Commissions and their formalized relationship with the local detachments and Provincial Police Commission. The Government of New Brunswick's strategic priorities flow from the Department of Justice and Public Safety through to the Provincial Police Commission, which accounts for local priorities from the Regional Service Commissions. These priorities are then pushed down to the operational level via the Chief of Police and into local detachments, which will have a strong connection to Regional Service Commissions to ensure that community voices are embedded into the operations of local detachments. Likewise, the Regional Service Commissions will escalate strategic priorities to the Provincial Police Commission. This is a considerable departure from the status quo.

This governance model is designed to be tiered to enable a continuous feedback loop between the government's provincial priorities and local priorities that can be communicated via formal channels to manage expectations for the delivery of services by a future New Brunswick Provincial Police Service. Fundamentally, this model allows for public safety priorities to be determined in the province of New Brunswick and for local communities to have a say in the development and delivery of policing services. This enhanced accountability to the province of New Brunswick and its local communities is not always possible in the current model.

### **Strengthening Oversight Through Civilian-Led Complaints Investigations**

**Recommendation:** It is recommended that a future provincial police service leverage the existing New Brunswick Police Commission, which currently oversees the province's seven municipal and two regional police forces, to allow the public to issue a complaint about any member of the police force's misconduct and/or the police force's policies or services. In this model, the New Brunswick Police Commission would investigate allegations of misconduct by members of the new provincial police service that are not within the mandate of the Serious Incident Response Team (SiRT).

In addition to a Provincial Police Commission and Regional Service Commissions, further civilian oversight is needed to build trust and credibility for a future provincial police service. It is, therefore, recommended that the province of New Brunswick leverage the existing New Brunswick Police Commission to enable an independent, civilian-led police oversight body to provide an additional layer of accountability for the police service.

In practice, this body would fulfill a role that is separate from the Serious Incident Response Team (SiRT), which is mandated to investigate incidents involving police action that result in death, serious injury, sexual assault, domestic violence, or other matters of significant public interest.

### **Measuring Performance**

A future New Brunswick Provincial Police Service should prioritize and implement relevant metrics and controls to support governance and drive organizational performance - provincially and locally.

In order to effectively manage performance and drive accountability, effective metrics and controls must be developed and embedded in the governance of the provincial police service. These metrics and controls will enable the organization to monitor performance against targets and expected outcomes. To be effective, ongoing monitoring and evaluation must be applied throughout the organization and should be leveraged to drive performance objectives and create a culture of continuous improvement and accountability.

Examples of governance metrics, include:

- Financial budget and variance analysis
- Operational public safety metrics (e.g., clearance rates, response times)
- Individual performance metrics
- Public confidence metrics

Performance metrics are used throughout the public and private sectors to provide measures for the assessment of performance against any number of objectives. The challenge with metrics is aligning what is being measured against desired outcomes, and this challenge is particularly pronounced for law enforcement agencies given the complexity of the services delivered and the wide range of potential outcomes of interactions with the public.

Academic researchers are beginning to make inroads on defining what dimensions of policing should be measured. Research by Gallager et al. identifies seven dimensions of police work that could provide a solid foundation for defining performance metrics for individuals, units, and the organization to drive continuous improvement and accountability for outcomes.<sup>3</sup> These dimensions are:

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<sup>3</sup>Maslov, A. (2015). Measuring the Performance of the Police: The Perspective of the Public. Public Safety Canada

- 1) Reduction in crime and victimization
- 2) Offenders called to account (e.g., through prosecution, restorative justice, alternative measures)
- 3) Reduced fear and enhanced sense of personal security
- 4) Civility in public spaces
- 5) Fair use of authority or force
- 6) Efficiency and effectiveness of financial resources
- 7) Quality services and public satisfaction

These metrics would be tested with communities and citizens to determine their suitability alongside a more comprehensive review of other potential options. The purpose of these metrics is to provide measurements that enable the police service to assess actions taken as a result of policy and standard operating procedures, transparency, and public satisfaction with - and accountability of - police officers and the broader organization in fulfilling desired outcomes.

#### **Increased Provincial Coordination Across Police Services**

**Recommendation:** It is recommended that the Chief of Police of a potential future New Brunswick Provincial Police Service join the New Brunswick Association of Chiefs of Police (NBACP) as a representative of the provincial police service.

The Chief of Police of the provincial police service should be expected to participate in the New Brunswick Association of Chiefs of Police (NBACP). Fundamentally, NBACP provides opportunities for police executives to exchange knowledge, practices, and experiences, and fosters cooperative and professional relationships throughout the province of New Brunswick.

**Recommendation:** It is recommended that the province of New Brunswick stand up the Law Enforcement Coordination Group (LECG) in a permanent capacity, and that it include a representative from JPS.

The Law Enforcement Coordination Group (LECG) was established in response to COVID-19 to enable efficient and effective communication, and to coordinate operational police responsibilities across police services and provincial peace officers in New Brunswick. Considering its success in driving coordination across the province against the heightened pressures of operating in the context of a pandemic and the need for ongoing cooperation across police services in the future, the province should seek to permanently stand up LECG.

A permanent Law Enforcement Coordination Group would enable effective, efficient communication and coordination of operational police responsibilities with police services and provincial peace officers in New Brunswick. At the core of the recommended model for a potential future New Brunswick Provincial Police is collaboration, and LECG will be imperative to enabling a forum for police services leaders to connect - and align on - more effective, consistent, and community-oriented law enforcement services across the province.

Moreover, LECG could serve as an advisory function to the Minister of Justice and Public Safety on matters relating to public safety challenges, new and innovative practices for consideration, and other initiatives. The Chief of the New Brunswick Provincial Police Service would be expected to actively participate in LECG as would a representative from JPS.

## Translating the Governance Model to a Potential Organizational Structure: An Illustrative Example

The diagram above illustrates how the various layers of governance could translate to day-to-day operations. Each layer is aligned to different parts of the organization and, therefore, brings a different lens. These layers must be reviewed regularly to ensure ongoing alignment with each other and the strategic objectives and priorities of the provincial police service.

### 7.c Leadership, Operational Performance, Planning & Strategic Capabilities

Directly reporting to the Provincial Police Commission will be a Chief of Police responsible for overseeing the operations of the provincial police service. The Chief of Police will oversee an executive office, operational planning and decision-making, citizen-facing community policing operations, mid-office communications, operational data management, and back-office corporate services. This broad portfolio will require approximately 4-5 deputies to manage these functions and day-to-day operations, and to support the strategic direction of the organization.

#### Chief of Police

A future New Brunswick Provincial Police Service should be led by a Chief of Police who is committed to the vision and priorities set out in a potential transition, and who can foster trust and build relationships while laying the foundation for a vibrant and inclusive culture for the provincial police service.

Among the skill sets of the Chief of Police should be systems thinking (e.g., connecting the dots between police operations and other community services that enable safety and well-being) and strategic planning. In order to drive a culture of innovation and a mindset of evidence-based continuous improvement that is required to respond to the dynamic changes in the public safety environment, the Chief of Police should be laser-focused on driving desired outcomes through ongoing evolution. Leadership, trust, relationship-building, and fostering a culture of respect and inclusion are the cornerstone of growing a police service that transforms law enforcement in New Brunswick. Fundamentally, while the police service's organizational culture, and its approach to policing in the province, will be broadly defined by the Provincial Police Commission, it will need to be operationalized - and exemplified - by the Chief of Police.

In practice, the Chief of Police will be responsible for defining the organizational DNA of the police force and for driving its culture, particularly in the early stages of the organization's maturity. The selection of the inaugural Chief of Police will, therefore, have a long-lasting impact on the police service beyond their tenure and careful consideration should be given to selecting a candidate that embodies the values of professionalism, collaboration, and innovation that are essential to building trust through community policing and engagement.

The Chief of the provincial police service will be responsible for translating the strategic direction from the Provincial Police Commission into operational decisions and activities that are cascaded throughout the organization. The Chief of Police will be subject to annual performance evaluations conducted by the Provincial Police Commission to assess operational performance against those strategic priorities.

The Deputy Chiefs of Police will be responsible for delivering on the operational mandates of their portfolios. These mandates will be directed by the Chief of Police, and Deputies will be assessed by the Chief of Police against specific metrics and performance indicators that are mutually agreed upon in partial fulfillment of their annual performance review.

The Chief of Police will be supported by an Executive Office responsible for strategic functions and decision-making. This office will support organizational planning, operational standard-setting, performance and continuous improvement, data and analytics, support services, and managing partnerships and the commissioning of services.

#### Executive Office

**Recommendation:** It is recommended that the Chief of Police be supported by an Executive Office to deliver strategic support required to develop strategy, monitor performance, and operationalize priorities set by the Provincial Police Commission.

The Executive Office is responsible for supporting the Chief of Police in delivering on the strategic direction set by the Provincial Police Commission. The Executive Office will assist in creating and maintaining strategies and plans for operations across the organization. The Executive Office will monitor the performance of operations against the objectives of the Provincial Police Commission and serve as the driving force behind implementing strategic operational initiatives.

Key priorities and responsibilities of the Executive Office should include:

- Embedding the vision, values, and mission of the organization into every aspect of operations
- Planning at the organizational and operational levels
- Monitoring and evaluating organizational performance
- Engaging with Indigenous communities in a way that recognizes their unique needs
- Building a culture of diversity, equity, and inclusion
- Establishing and maintaining an evidence-based, continuous improvement capability in the provincial police service

- Performing communications and public engagement activities
- Supporting the Professional Standards Office

The structure of the Executive Office should feature five functions responsible for delivering core strategic services to support senior leadership, and enable continuous improvement and performance management. These functions are:

- Organizational Performance Management & Continuous Improvement
- Commissioning & Partnerships Management
- Professional Standards
- Communications
- Legal Services

### **Organizational Performance Management & Continuous Improvement**

**Recommendation:** It is recommended that the Executive Office be enabled by a mature Organizational Performance Management & Continuous Improvement function to monitor performance against objectives, identify new initiatives, and drive a continuous improvement culture - and that organizational performance monitoring be grounded on the fulfillment of public safety outcomes.

Establishing an outcomes-driven provincial police service that establishes organizational objectives jointly with staff will foster buy-in and ownership of outcomes. This function will be responsible for rethinking how policing services are delivered, and for evaluating the effectiveness of programs via data analytics and evidence-based, research-led recommendations to the Chief of Police and Deputies who drive decision-making. The Organizational Performance Management & Continuous Improvement unit will assess if the right things are being done in the right way on an ongoing basis.

A potential provincial police service should be an evidence based learning organization that evolves in response to citizens and community needs, changes to the type of crimes and calls for service received across the province. In order to achieve that objective, a continuous improvement capability will need to be developed to enable data driven decision making as a priority for the executive office.

The purpose of this branch will be to identify and evaluate evidence based innovations and operational practices to ensure that they are meeting their intended outcomes. The objective of the branch will be to apply leading evidence-based policing practices to determine where to target finite resources where they will have most effect, testing results to find out what works best, and tracking outcomes over time to adapt interventions and standard operating procedures to drive a culture of continuous improvement).

The combination of a Continuous Improvement function and a performance management function within the Executive Office puts a focus on using data and evidence to improve public safety outcomes, providing better value for money and operational efficiency at the top level of the organization. These are critical functions and can be the catalyst for the type of constant evolution and continuous improvement that is required in a modern police service.

The function will also be responsible for working with program administrators to pilot, implement, and support continuous improvement initiatives as they are implemented into operational practice. This coordination of improvement initiatives in a central office will provide consolidated visibility of the effectiveness of operational decisions and if staffed by academically trained researchers and analysts, has the potential to improve the legitimacy of the service amongst communities by demonstrating the service is open to adapting standard operating procedures and interventions based on the evidence based assessments of what works for communities. A centralized team would further alleviate resource constraints and assist in coordinating the use of corporate resources between different projects and operating units.

### **Benefits of Building an Organizational Performance Management & Continuous Improvement Function**

The benefits of a dedicated, evidence based, research driven continuous improvement function include increased ability to:

- Drive business alignment through collaborative planning
- Optimize resource allocation by identifying and focusing on high value community policing activities and programs
- Build knowledge and supports knowledge management and organizational learning to increase service levels consistently
- Enhance service levels through research led, evidence based recommendations for operational changes and consistency in service delivery standards across the province
- Improve public safety outcomes and citizen satisfaction by actively engaging with community policing units and communities as a part of the performance evaluation and continuous improvement process
- Improve total cost of ownership through lower infrastructure, asset, and investment costs supported by data analysis and metrics
- Evaluate and manage performance, introduction of innovative practices to drive continuous organizational improvement

### **Commissioning & Partnerships Management**

**Recommendation:** It is recommended that the Executive Office feature a Commissioning & Partnership Management function to manage all commissioning and partnership arrangements, and to act as the single point of contact for them.

The recommended concept for future operations is centered on collaboration and partnerships as a core principle for how services should be delivered. Due to the importance of effectively managing these partnerships in an integrated policing model and the potential impact on public safety, commissioning and managing partnerships is a key strategic function. The Commissioning and Partnerships serves as the centre of excellence and focal point of collaboration.

The Commission & Partnerships Management Function will act as the primary point of contact for the NBPPS and any partners or

commissioning relationships. This function will be responsible for communications between provincial police service and its partners and provides a single point of contact to allow for more effective relationship management.

This function will manage and monitor the agreements and partnerships in place and proactively manage the relationships. These agreements will likely include service level agreements, memorandums of understanding, and cost terms as required. The Commissioning and Partnership Management Function will be responsible for performance management for those agreements for the NBPPS.

### **Professional Standards**

**Recommendation:** It is recommended that the Executive Office include a Professional Standards function to support the adjudication of complaints by facilitating investigations of police conduct and ensuring recommendations implemented.

The Professional Standards Function should be the internal facilitator of NBPPS support of investigations being completed by the civilian oversight body and the Serious Incident Response Team (SiRT). This office will work to ensure that any required documents, evidence, or access to people in the provincial police service are provided to assist in investigating complaints or incidents requiring investigations that fall under the mandate of SiRT.

Additionally, the Professional Standards Office will be responsible for evaluating the effectiveness of recommendations made based on the findings of investigations for changes to standard operating procedures and ensuring that accepted recommendations are implemented into operations.

The Professional Standards Office will also facilitate internal investigations that are requested from the Chief of Police. Investigators for internal investigations should be appointed by this office for internal investigations. Professional Standards also oversees discipline within the police service and all complaints, administered in accordance with legislation and policies of the NBPPS.

### **Communications**

The Communications Office will be responsible for planning, developing and executing internal and external communications on behalf of the Chief of Police and to be the voice of the organization when interacting with the public. This communications office will be responsible for ensuring that communication with the public is transparent and reflective of the values of the NBPPS. Community engagement and acting as a connection point with the community should be prioritized in order to build trust and credibility.

The Communications Office should have the skills and ability to communicate through traditional media and digital media with communications that are appropriate for the channel of communication and for the audience receiving the message. It is important that the communication office highlights the human side of the NBPPS and is vocal in communicating and engaging in a meaningful way through formal and informal communications.

Official communications and information sharing regarding ongoing investigations, high profile incidents and other press releases should be developed and expressed through this office.

### **Legal Services**

Legal services would provide legal advisory services to the organization including legal court challenges, contracting terms and conditions review and other advisory services as required. This function will be responsible for all legal matters pertaining to the front and back office operations and contracting arrangements for the NBPPS.

## **7.d Community Policing & Field Operations**

A provincial police service in New Brunswick should incorporate innovative thinking for an integrated service that strengthens connections and integration with social services, health services and the communities to protect vulnerable people, improve service levels, and address the drivers of crime and disorder in the province. To deliver this community focused police service that is accountable to citizens of New Brunswick and tailored to its needs, there needs to be a fundamental rethinking of how the police service interacts within a network of service providers, the nature of its workforce, the way it utilizes technology, and how it collaborates across the continuum of public safety.

Integration and collaboration are essential to improving service levels for citizens and addressing the root causes of crime and disorder in New Brunswick communities. Integration and coordination between the NBPPS, municipal police services and community safety partners will allow for improved coordination of resource deployment, collaboration to address the root causes of crime, reduce duplicated efforts and services to provide a more seamless citizen experience. Working together closely with formal governance to manage the collaboration required will strengthen and expand the ability of law enforcement services, government and community organizations to work together to make rural, urban and Indigenous communities safer.

Responding to the specific public safety demands in New Brunswick will require a workforce that is appropriately trained and demonstrates the necessary cultural sensitivity to Indigenous people and diverse communities, alongside the formal skills needed to deliver the services that New Brunswickers need. In particular, rural communities expect continuity, consistency and service quality which has not always been the case in the current operating environment. New Brunswick can incorporate lessons in recruiting, incorporating specialist capabilities, and collaborating with other agencies and members of the community to build a workforce that is representative of the people they serve and skilled with the right technical skills and cultural traits to meet those expectations.

**Recommendation:** It is recommended that a potential future New Brunswick Provincial Police Service prioritize the maturity of its community policing services and capabilities by maximizing the resources to community policing, and by developing its own approach to



community policing that reflects the needs of local communities.

Police forces in New Brunswick have developed a standard for being available at the local level; responding to calls for service and being engaged with the communities they serve. NBPPS members will need to maintain and improve upon this standard while working to address the need to increase their visibility in the communities. NBPPS members should have the tools and resources to allow them to spend more time out in the community and less time in their detachment office completing reporting requirements or in their patrol cars in non-directed patrols.

All capabilities, including investigations, specialized services, and community policing resources should be readily available to all rural, urban and Indigenous communities across the province. Data should continue to be leveraged to deploy resources based on threat, trend analysis, and other data to maximize where specialized services are deployed and ensure coverage of capabilities across communities.

Deployment of resources and field operations should not be identical in every community, just as the specialized services are not currently identical across communities, rather, they are tailored to meet the needs of that community in delivering proactive community policing. NBPPS should continue to leverage their current ability through area commissions and relationships with local detachment commanders to help determine which resources are required in their communities to best meet their needs, while adding a degree of formalization to the process.

The capability-driven model below is an innovative approach being deployed by leading police organizations to respond to the changing nature of crime. At the heart of capability-driven models is an understanding of policing as a combination of interconnected and complementary capabilities, which leads to a 'networked' approach to operations delivery.

The New Brunswick Provincial Police Service has the opportunity to become a world leader in community policing by starting with community priorities and public safety challenges in New Brunswick at the heart of the organization. The NBPPS can be a police service built from the ground up focused on innovation, community engagement and collaboration, problem solving and proactive community policing to address public safety, community well-being and crime and disorder. The NBPPS should be focused on being a part of an integrated network of provincial services tackling the root causes of crime and disorder as a partner with other provincially delivered services such as healthcare, family and community services, and social supports.

As society's understanding of crime, public safety, and community well-being evolve and the challenges being faced by law enforcement continually shift, police services around the world have been transitioning to a community policing approach to public safety. This philosophy of policing entails an expanded role of the police within the community, and a transformation of how the organization approaches their role in the community. The NBPPS has the opportunity to leapfrog the slow evolution of law enforcement in Canada and prioritize community policing and focus on problem solving, community engagement, proactive policing and protecting vulnerable people as a fundamental building block of operations from day one.

Community policing is a strategy, and a philosophy, that places the priority of police effort and interaction at the community level. This supports the creation of strong bonds between the police and the community, which enables the community policing focus on problem solving and crime prevention and moves the police service away from simply reacting and responding to crime and disorder.

At the municipal and regional policing level in New Brunswick, police have been able to build strong ties to the communities they serve, however, there is an increasing desire to see a higher percentage of the police force 'live where they work'. The RCMP is a national organization serving communities across the country and their allocation of resources is subject to operational needs (i.e., a New Brunswick recruit may not always be posted to their home community and, depending on operational needs, recruits from other parts of Canada may be posted in New Brunswick).

The NBPPS has the opportunity to strengthen the connection between the police service, other provincial services and community based services by expanding the co-location of those services in the same building and sharing the same working environment in the new detachments. This will allow the NBPPS to have access to resources to support community policing, alternative responses to social disorder, and will allow the province to provide support required to address the root causes of crime and be proactive in their response to crime and community disorder.

This collaboration can allow partner organizations to work together to improve an individual's situation, facilitate early intervention to reduce vulnerability, with all partner agencies working together to ensure the best outcome for the individual and the community are considered. This approach is utilized in Northern Ireland as a part of the Police Service of Northern Ireland's continuing evolution to community policing and proactive response (*example found in section 7.c.4*).

#### **7.d.1 Focusing the Police Service Operations and workforce on Community Policing**

The Community policing approach to public safety takes into account the changing expectations of citizens and the need to be proactive and engaged in the community to have the greatest impact on public safety. A NBPPS would have the opportunity to significantly shift the culture and approach to policing to be more adaptive and community centric by prioritizing community policing and focusing on problem solving, community engagement, proactive policing, and protecting vulnerable people as a fundamental building block of operations from day one.

A shift to community policing involves a change in the orientation, emphasis, community relations, geographical organization, power base,

and recruitment and training (Wood, 1996)<sup>4</sup>. In the past, policing has adopted the crime control and enforcement model as its primary purpose. Community policing incorporates a mixture of order maintenance and community service (Wood, 1996).

In order to adopt a community policing approach, a police department must create its own community policing style, which reflects the needs of the citizens and communities in New Brunswick. The NBPPS could build their day to day operations around these needs to develop trust and a stronger community policing organization.

The employment of a multi-agency approach stresses the use of community-level resources, a sharing of knowledge and a pooling of resources and expertise in a cost-effective manner (ibid.). These elements are all facilitated by a complete adoption of community policing philosophy.

### **A Community Policing Workforce**

The New Brunswick Policing Arrangements review included several recommendations for community engagement and service including;

*“Recommendation #3: Provincial Police Service seeks ways to increase engagement with rural communities and partake in public education to inform residents of the realities of the declining crime rate in the rural area as well as offering reassurance of their ability to respond when needed by the community.”*

*“Recommendation #21: It is recommended that the Provincial Police Service seeks innovative ways to enhance their engagement with the communities they serve such as community forums, storefront offices in rural areas, residential policing positions and seeking partnership with other police services and Inspections and Enforcement New Brunswick in traffic enforcement initiatives on New Brunswick highways.”*

It is clear that New Brunswick Provincial Police Services will need to offer a higher level of service and build trust with rural, urban and Indigenous communities. In order for that to work, the NBPPS must have a workforce with the skillset to deliver on a community policing mandate which begins with recruitment and training.

Some of the benefits of this model would include:

- **Enhanced Community Input & Accountability to Citizens:** Community policing is centred around being responsive and accountable to citizens by being actively engaged with community members, listening to and providing assistance to community members and building community priorities into the everyday actions of members of the NBPPS the same way some of the Municipal Police Forces and the Regional Police Forces have already started to.
- **Improved Service Levels & Responsiveness:** A workforce built for community policing and with the skillset to meet community safety and well-being needs with multidisciplinary teams of professionals to provide services will increase service levels and public safety outcomes, increase credibility, and more effectively respond to the public safety challenges faced by communities and individuals. *(See more on specialists in section 7.d.6)*
- **Improved Efficiency, Integration or Value for Money:** Community policing focuses on proactively identifying and solving problems and preventing criminal activity and disorder, evaluating the impact of responses to crimes to determine long term impacts to be more efficient in operations and more effectively reduce criminal activity.

The increased emphasis on problem solving and proactive engagement through community policing will need to be accompanied by a change in the strategy to recruit and retain officers in local communities. Community policing is based on a connection between police services and the communities being served. The easiest way to establish that connection is to have members of the community join the NBPPS to serve in their communities.

Recruitment and training for NPPS officers must be geared towards human relations and problem solving instead of enforcement focused policing that leans more heavily on crime control (Wood, 1996). A problem-oriented policing style requires officers to incorporate discretion while considering the characteristics of the incident (social context, physical setting, and actions taken before, during, and after the events). Community policing has two major components: (i) community partnerships, and (ii) problem solving (Hornick et al, 1996)<sup>5</sup>. Officers in the NBPPS must be able to build close relationships and partnerships in their communities and must have the ability and skill to problem solve, use their discretion, and have access to resources and training to allow them to serve and respond effectively to the challenges in their communities with community well-being in mind.

In order to retain officers recruited to those communities in their communities, the NBPPS must develop a career progression plan for officers to progress and grow in their careers without having to leave their home communities to be promoted or gain new skills. NBPPS members in rural and Indigenous communities should be able to access specialized training, professional development, and promotion opportunities without being required to transfer to other locations. A meaningful career in the NBPPS should not depend on a member's willingness to uproot their life and family to pursue career goals.

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<sup>4</sup>Ziembo-Vogl, J. and D. Woods. 1996. "Defining Community Policing: Practice Versus Paradigm." *Police Studies* 193:33-50.

<sup>5</sup>Hornick, Joseph P., Tullio Caputo, Ross Hastings, Patrick J. Knoll, Lorne D. Bertrand, Joanne J. Paetsch, Lyle Stroeder, A. Owen Maguire. 1996. *A Police Reference Manual on Crime Prevention and Diversion with Youth*. Cat. No. JS42-75/1996E. Ottawa: Canadian Research Institute of Law and the Family and the Solicitor General Canada

## 7.d.2 Alternative Resource Model for Community Policing

**Recommendation:** It is recommended that a potential future provincial police service adopt a hybrid policing model that takes an integrated and collaborative approach to deployment and, therefore, enables more efficient and effective resource allocation. In this model, the provincial police service's resourcing model enables alternative resourcing to ensure the deployment of the right resource with the right capabilities at the right time.

Deployment of the right resources to the right places is a key component of a successful policing model. The resourcing model will impact the ability to service different requirements in rural, urban, and Indigenous communities. New Brunswick currently operates for the most part in a conventional resourcing model; a conventional model is typically composed of a high majority of regular members with a small percentage of non-sworn personnel. One of the recommendations made by the NB Policing Arrangement Review is to analyse the current resourcing model, enter the concept of an alternative resourcing model.

"Alternative Resource Model" describes an innovative strategy designed to use a mix of conventional "sworn police officers" with other service providers such as; new types of police (i.e. Police Community Support Officers), civilians, private security, community agencies, and volunteers etc., to perform and deliver a range of police functions and activities. Recruited, trained, empowered and paid differently than conventional police officers, alternative resourcing for policing services offer a range of highly skilled roles and more diverse policing personnel for police services to utilize to supplement fully sworn members. This policing model allows sworn police to focus their special powers and expertise on "core" policing functions while other police personnel deal with policing issues that might otherwise be unavailable if dependent solely on the availability of a sworn police officer.

An alternative approach to resourcing helps to address the gaps between the expectations of what a fully sworn police officer should be responsible for and what are public safety concerns or services that must be provided but may not require the same legal authority or level of training. The "New Brunswick Policing Review 2019-2020" addresses alternative resourcing models. A survey conducted as a part of the development of that report finds that:

- 74% of respondents would be satisfied with a non-authorized person (i.e., a person other than a fully sworn officer) who is trained responding to and attending their calls for service to report a complaint
- 81% of respondents indicated that public services, such as collecting needles, should not be performed by a police officer

An alternative resourcing model creates the opportunity to free up uniformed, fully sworn officers from delivering services that are low risk, but important which can help to increase the visibility of members and other resources in the community.

Alternative policing models essentially broaden the categories and types of police personnel that perform various police functions, as can be seen in the illustrative example:

Alternative Resourcing Model - Illustrative Example	Example Roles:
<b>Regular Members (60%):</b> Legally-empowered sworn officers would provide most, if not all, of the traditional core or essential police services, particularly those requiring special legal powers and the potential use of force.	Fully Sworn Police Service Members
<b>Community Program or Peace Officers (20%):</b> A new type of uniformed 'civilian' officer with limited legal powers that are used to carry out a range of policing functions and activities that are typically performed by a conventional sworn police officer.	Peace Officers Non-Urgent Response Resources Community Safety Resources
<b>Civilian Roles (10%):</b> Expand the use of civilian employees for specialized, technical, administrative, and analytical purposes (e.g., financial management, strategic planning, information technology, research and planning, and communications) as well as various general support and technical services (e.g., forensic technicians, property management).	Mental Health Professionals Social Workers Cyber Security Investigators Forensic Accountants Data/Crime Analysts
<b>Private Service Providers (5%):</b> Provide a variety of non-essential, but resource-consuming police services (e.g., prisoner transport, building security, crowd control support) and operate under the direction and supervision of sworn police officers.	Building Security Prisoner Transport Private Collision investigators
<b>Auxiliary/Special Constables (5%):</b> Expanded use of special constables, auxiliary police, and police cadets in providing various support police functions (e.g., staffing community police/outreach offices, attendance at special events, public information presentations).	Community Outreach Personnel Police Cadets Support roles for Events

A tiered resourcing model would allow the NBPPS to send the right level of support to communities to respond to the specific needs of the moment. A fully sworn member of the NBPPS will often be the best suited to respond to a variety of situations, but not every situation. Utilizing a mix of different levels of regular members and civilian members can increase service levels, decrease costs of resourcing, decrease response times, and ensure that public safety is strengthened.

The NBPPS can utilize an alternative resourcing model in order to be more efficient and effective in its resource management than a traditional resourcing approach would in the same situation. A tiered approach focuses on deploying the most effective person, at the right time, with the correct training and expertise, to respond as quickly as possible. Alternative resourcing is an effective way to ensure that the needed skills and expertise are available in the organization without the need to retrain or upskill highly trained policing personnel to perform other duties. The scope of calls that policing services are expected to respond to is constantly changing and expanding but in traditional models of policing the types of roles, training, and skill sets have not responded at the same rate of change.

Policing organizations globally are recognizing that adopting different types of members into their services can increase the effectiveness of the organization while reducing costs. A specialist civilian professionally trained in forensic accounting will have more expertise to perform the technical analysis of tracking and analyzing complex financial transactions of an organized crime organization while a trained member of the NBPPS will be more appropriate to perform covert surveillance of that same organization.

A tiered approach will allow an appropriately trained peace officer and mental health professional to respond to a mental health call which often takes a significant amount of time to resolve while the fully sworn members remain available in the community to respond to urgent criminal situations. For example, in the current model, RCMP members often wait for hours to hand off mental health patients to local health care providers and are unable to respond to other calls for service that require the training and authority of a police service member. An alternative resourcing model recognizes that different skills, training, and expertise are required across the spectrum of calls for service that the police are responding to every day. Again the community receives a higher level of service, maximizes different areas of expertise, and ensures the resources are being used where they can bring the most value.

Police forces in New Brunswick have initiated Alternative Service Delivery (ASD) models into their resourcing plans and organizations in the past and today. The utilization of civilians to manage administrative functions, court services and community policing programs are but a few examples. These initiatives provide valuable services to communities without the need for fully trained police officers, which improves efficiency and reduces cost. The use of alternative resourcing models is common practice but has not been utilized fully with many policing organizations continuing to favor using sworn police members provide services even when the skill sets and training required may be misaligned

### **7.d.3 Multidisciplinary Teams for Mental Health, Family Crisis, and Addictions Response**

**Recommendation:** It is recommended that a future provincial police service deploy multidisciplinary teams of mental health and social workers partnered with peace officers to respond to mental health and wellness, addictions and family crisis calls.

Mental health calls and well-being checks are an increasingly common responsibility of police services in Canada today. In virtually every province and territory receiving policing services from the RCMP today the quantity of occurrences relating to well-being checks and mental health responses are increasing year over year at a rapid rate. In 2020, Mental Health Act related calls were the most common call for service (4,932 calls for service) to the RCMP that was not related to traffic violations or false alarms.

The teams responding to calls for service need to have the appropriate skills and experience in dealing with people in vulnerable situations stemming from mental health, addictions or family crises.

In order to meet the rising challenge of responding to these calls the NBPPS should create teams dispersed provincially of peace officers and mental health or social work professionals to respond to these calls. This approach of dedicated teams is becoming increasingly common in policing organizations globally. Recently, Vancouver Police Department and Coastal Health Authority began a similar program to provide responses to addictions and mental health call occurrences. The Edmonton City Police have developed the Police and Crisis Response Team (PACT). PACT is an Edmonton Police Service partnership with Alberta Health Services. This joint approach to response addresses the needs of the individual and the community more effectively and is in line with the integrated approach to public safety that an NBPPS model is built around.

The Edmonton Police Service has also implemented the Human-centred Engagement and Liaison Partnership (HELP) Unit as an option away from this cycle. The HELP Unit, in equal partnership with Boyle Street Community Services, works collaboratively with our partners to off-ramp people to independence and sustain positive outcomes. The Unit navigates individuals to the appropriate service providers before the community members get entrenched or caught up in one of our complex judicial systems. HELP focuses on those individuals at greatest risk for victimization and offending, and at greatest risk and harm to themselves, others, and the community as a whole. HELP officially launched on January 4th, 2021.

In addition to teams with mental health professionals, the NBPPS should develop family crisis response teams to respond to calls for service involving non-violent families in crisis. These calls are often complex and involve police as first responders. The additional expertise of having social workers as a part of the response team for these calls will provide a higher level of support for families in difficult situations with the support of regular members to help manage the risk of escalation. These teams of social workers can also be deployed to provide wellness checks which are increasingly becoming the responsibility of police service members.

Joint teams will provide better levels of service for New Brunswickers, reduce the cost of response by utilizing health professionals instead of fully sworn members of the NBPPS, and will allow police officers to remain available in the community to respond to other types of calls. Mental health calls and responses often take a significant amount of time and result in officers being unavailable to respond. This is

particularly problematic in communities with fewer resources available. Deployment of these teams can be based out of larger regional communities where recruiting the required professionals should be easier.

These teams should be deployed broadly across the province and be available in all communities. The number and types of multi-disciplinary response teams available will need to be further assessed through analysis of call volume and location data not completed as a part of this transition study.

The NBPPS can negotiate to second professionals from the Department of Health or the Department of Social Development and reimburse those organizations for the cost of salaries or the NBPPS can recruit and hire the needed professionals directly. Deployment of these teams should be based on demand analysis of occurrences by geographical location

#### 7.d.4 Network-Based Deployment Model and Different Detachment Types

**Recommendation:** It is recommended that the provincial police service develop a network-based deployment model that recognizes different types of detachments (e.g., urban, rural, hub), based on local needs, and their role in the broader service delivery ecosystem, and enables the sharing of resources and costs based on demand and complexity.

In a traditional deployment model, policing detachments are relatively consistent in terms of services provided, types of roles, and capabilities delivered within particular jurisdictions. While a traditional deployment model allows for increased control and standardization that is characteristic of many police services, addressing the challenges of customizing services to the community, the availability of resources in some areas, and providing consistent service levels including specialized services becomes more difficult. A networked deployment model will allow the Provincial Police Service to flex and surge resources, based on demand, more efficiently while still considering that different communities may prioritize differing services and roles.

A networked deployment model is a practical approach to delivering services, including specialized services, regardless of community location or size. A networked deployment model is built around the principle that all resources should be shared but some detachments will be more capable of recruiting and providing specialized services. The artificial boundaries for detachment jurisdictions are important for clarifying accountabilities to communities but can become a barrier to service delivery of community policing or investigations.

A network-based deployment model seeks to reduce those barriers and treat the province as one jurisdiction and each detachment as a possible provider of services. When demand increases, acutely or slowly over time, for different types of roles or services in geographical areas or locations, resources can be shifted and surged to meet that demand. A detachment in one location may not have the same types of roles or provide the same services as another location by design.

This type of deployment model relies on different types of detachments which may include;

##### Type 1 e.g., Rural/Remote Detachment

- A smaller detachment located in a rural or remote location
- Typically with a lower headcount of frontline service providers
- Recruiting may be difficult as a result of locations

##### Type 2 e.g., Service Hub

- A larger detachment that functions at the centre of service delivery in the broader region
- Provides additional coverage for the delivery of essential services and specialist response
- Functions as the center for mental health units, hub tables, co-location of with other provincial police services and rural specialist responses

##### Type 3 e.g., PPS HQ

- Provides coordinating services and manages the delivery of highly specialized, low volume services, and major incident responses
- Provides enabling and strategic services to all detachments
- Responsible for working with detachments for identifying how services need to be delivered or shifted to respond more effectively to community needs and demand

#### 7.d.5 Co-Location of Services

**Recommendation:** It is recommended that the provincial police service co-locate alongside other services, including addiction and mental health professionals, social services workers, family crisis teams, and community programs, that operate in the same physical space as police services.

There are a number of benefits that can be realized by co-locating provincially delivered services to operate in the same physical space and locations. Colocation of services is particularly useful in dealing with the most vulnerable people in society, including mental health response, addictions services, victims of domestic abuse, and children at risk. Vulnerable people in our communities do not impact a single provincial agency. Very often the individual will be handed off from one agency or department to another and each department will spend time and resources attempting to address needs of the individual. Service hubs with co-located services can allow for those multi-agency teams to meet and work together and assess the needs and response required for vulnerable people.

By leveraging existing spaces and developing new spaces for co-location of services with community organizations to work alongside municipal, regional and the NBPPS on a day to day basis provides those organizations the ability to engage with NBPPS and provide input into how to address community needs (see more in section 7.c.1 community policing).

Service hubs with multiple service providers involved in public safety services working alongside the police allows for increased collaboration to improve responsiveness to better address the needs of vulnerable people and improve public safety outcomes. New Brunswick has already realised some benefits from the work done specifically with youth programs, this can be translated across other vulnerable people and citizens in general.

The co-location of services can also be a catalyst for the broader change in approach required to deliver community policing services in the recommended integrated model. The intermingling of different types of professionals all approaching community safety and wellbeing from different perspectives could lead to innovative approaches to addressing root causes of crime.

There is also significant potential for co-located services to result in a cultural shift within the police service and better understanding between all stakeholder groups for how best to work together to address the root causes of crime. Policing organizations, health providers, and social support organizations are all essential parts of an ecosystem of community safety. In a traditional service delivery model there are silos that exist between these services. Co-location will not fully eliminate those silos but will make it easier for some of those barriers to coordinated responses and true collaboration to be more easily overcome.

A case study for how these co-located services and alternative approaches have impacted public safety in Northern Ireland has been included in the Supplements.

### 7.d.6 Integrated Specialist Responses

**Recommendation 10:** It is recommended that a future New Brunswick Provincial Police Service collaborate with independent municipal and regional police services, and explore opportunities to partner with neighbouring provinces to deliver select specialized services supported by Service Level Agreements (SLAs) and contractual agreements to share costs.

As is recommended in #6 above, NBPPS should prioritize community policing as a primary focus, however, there will always exist a requirement for specialized services for public safety. Specialized services typically involve expensive training and/or equipment, relatively low volume requests, and complex services. Examples include:

- Air Support
- Major Incident Command
- Explosives Disposal
- Canine Units
- Marine Unit
- Crime Intervention Negotiation
- Emergency Response Teams (ERTs)
- Tactical Teams

In New Brunswick, the majority of specialized services are currently only provided by RCMP, marine units and air support, the major incident command is a big feature in RCMP with a mobile command, the RCMP is tied in heavily to emergency and negotiation as well as explosive disposal which today is only supported by RCMP. That being said, there is duplication in the services across the RCMP, and the municipal police forces and the regional police forces, for example several of the municipal police forces have canine units and ERTs. The New Brunswick taxpayers are providing funding for all of the services, some that are not necessary due to duplication. The list below includes all the municipal police forces and regional police forces in New Brunswick,

Municipal Police Forces:	Regional Police Forces
<ol style="list-style-type: none"> <li>1. Woodstock</li> <li>2. Grand Falls</li> <li>3. Edmundston</li> <li>4. Bathurst</li> <li>5. Miramichi</li> <li>6. Saint John</li> <li>7. Fredericton</li> </ol>	<ol style="list-style-type: none"> <li>1. Kennebecasis</li> <li>2. BNPP</li> </ol>

An Integrated Specialist Response is a collection of cost-sharing arrangements to provide the specialized services that require expensive training, equipment, or specialized skill sets/capabilities. In the event where leveraging specific specialized services from the RCMP makes more sense, either financially or practically, the NBPPS could pursue agreements to 'contract' those specialized services (e.g., marine unit, air support). Cost of ownership, the demand for services, and the ability to collaborate or outsource services will also be factors in the need for the NBPPS to invest resources.

A detailed assessment of capacity would need to be completed on a service-by-service basis and any additional resourcing would be supplied by the NBPPS. Assuming the adequate augmentation of resources by the NBPPS, there should be no decrease in service levels for municipalities and some cost savings in those services. For example, a shared tactical team response with joint training and shared major equipment costs would reduce the cost of police services for municipalities and maintain service levels. NBPPS could reimburse the

municipal services for use of their teams and equipment, provide additional resources that are trained to operate to a consistent standard and reduce duplication of costs.

In the case of tactical teams, the NBPPS could review the **Ontario Provincial Police (OPP)** resourcing model for tactical team members, the members with specialised skills being naturally dispersed across Municipal Police Forces and Regional Police Forces and communities, to be brought together for urgent response. This increases the skill level of officers in all communities and creates the capacity for tactical response within the NBPPS. Additional benefits include:

- Enhanced Community Input & Accountability to Citizens; Cost sharing of highly specialized and expensive resources among participating services will lead to a lower cost burden to taxpayers.
- Improved Service Levels & Responsiveness; effective and timely deployment of cross-service resources for situations occurring in rural areas that are further from detachments or requiring larger response.

#### 7.d.7 Traffic Operations

**Recommendation:** It is recommended to include traffic enforcement as a core capability within a potential Provincial Police Service.

Traffic Operations is a core component of community policing and field Operations, every major police service has some form of traffic operations. There is an opportunity for the province of New Brunswick to consolidate traffic enforcement within a future Provincial Police Service to reduce administration, drive increased coordination, and foster a stronger connection to public safety outcomes.

The Ontario Provincial Police Service and Sûreté du Québec (SQ) have incorporated traffic operations into their provincial police services as a part of their core operations. Given the close link between public safety and traffic operations that has been recognized by many law enforcement services, including the OPP and SQ, the NBPPS should incorporate and consolidate all traffic operations into the provincial policing operations. This would include the incorporation of the traffic enforcement resources from IENB and the related administrative supports to become members of the NBPPS in non-fully sworn roles.

Example capabilities include:

- Collision analysis/ reconstruction
- Highway patrol
- Traffic services and coordination
- Traffic enforcement
- Automated enforcement

In New Brunswick today the RCMP provide traffic operations to the province. However, IENB currently includes highway safety enforcement, and some regional police forces, including Kennebecasis Regional Police, have introduced a traffic service division. A future NBPPS Traffic Operations function would not include commercial vehicle enforcement and inspection, which could potentially remain in IENB. Some potential benefits include:

- Increased coordination in community policing efforts and traffic operations that are aligned to community priorities and public safety outcomes.
- Incorporation of New Brunswick community officers who perform traffic operations as a part of an integrated policing model will increase service levels by allowing for increased coordination of resources and coordinated deployment.
- Integrated traffic operations and police services result in reduced duplicated administration, reduced handoffs between traffic operations that lead to criminal investigations, and an ability to coordinate resources in real time that results in better value for money.

#### 7.d.8 Complex Investigations & Intelligence

**Recommendation:** It is recommended that a future New Brunswick Provincial Police Service establish a dedicated unit to oversee complex investigations and intelligence, and that it collaborate with partner agencies to share costs and resources.

Complex investigations pose formidable challenges to law enforcement. The nature of crime is constantly evolving, enabled by advances in technology among other factors. In order to effectively investigate complex and major crimes, investigators must be highly trained and specialized to do the work required. Managing evidence, case files, and developing the technical skill set required to the appropriate standard differentiates investigations from day to day community policing which requires a different skill set and training.

Additionally, the nature of crimes, especially complex and organized crimes, is that criminal activity and disorder are more often "borderless". Collaboration between public safety services is paramount. Shared information, joint investigations and coordination between investigating units can help reduce duplicated investigations and allow investigators to more easily connect related information that in the current investigations model is often incomplete. The current model of investigations sees the RCMP, municipal and regional police services and even other provincial services such as the Ontario Provincial Police Service and Sûreté du Québec delivering investigations into the same groups, people and for the same or related crimes with only pieces of the available information being collected.

Collaborative models of investigations have found success in other jurisdictions in Canada, with the Alberta Law Enforcement Response Teams (ALERT) in Alberta being the strongest example of how police services can formally partner to deliver investigations.

The NBPPS should seek to implement a complex investigations unit either as a part of the provincial police service or as a separate entity and provide resources, along with other police services, to deliver complex and major crimes investigations. This dedicated unit would become a center of excellence for investigations and would allow other members of the police service to focus on the "core business" of

community policing. This unit would ideally have participation from municipal and regional police services, the RCMP, CSIS and potentially even members of the SQ and OPP. This type of cross jurisdictional collaboration allows law enforcement to better overcome the challenges of complex and borderless crimes while sharing knowledge and techniques to become a true centre of excellence for investigations.

This unit would be responsible for:

- Complex investigations including:
  - Human & Drug Trafficking Investigations
  - Cyber Crime Investigations
  - Financial Crime Investigations
  - Organized Crime
- Major crimes investigations
  - Homicide
  - Violent and Sexual Assault
  - Child and vulnerable people exploitation

This unit would also benefit from the expertise of civilian specialists, including forensic accountants and cyber security specialists among others, to provide expertise in areas where specialised training outside of law enforcement can yield higher levels or where resources can be readily recruited from universities or other industries. Civilian specialists would need to work closely with investigators who are managing and delivering each case file.

More information on the ALERT model can be found in the supplement.

### 7.d.9 Incorporating IENB Into the Provincial Police Services

**Recommendation:** It is recommended that Inspection and Enforcement New Brunswick (IENB) be consolidated into the provincial police service and that IENB resources and services be leveraged to deliver community policing and field operations services, traffic operations, and complex investigations. IENB administrative staff could be utilized to deliver corporate services.

Inspection and Enforcement New Brunswick (IENB) is the second largest provincial law enforcement agency in New Brunswick and currently operates as its own organization, though uses the unified Versaterm system (*for further details, refer to the Mid-Office & Integrated Communications section 7.e*). JPS currently has a complement of approximately 180 Special Constable and Peace Officer positions and 120 patrol vehicles within IENB. The agency's program mandate includes;

- Highway Safety Enforcement
- General Inspections and Investigations (Regulatory Enforcement and Safer Communities)
- Gaming and Casino Regulation
- Conservation Enforcement and Health Protection Services
- Maintains a general public safety mandate and responds to emergencies, large scale events and supports policing

IENB Special Constables are currently mandated to protect public safety, government revenues, government infrastructure, the environment, and New Brunswick's natural resources. IENB Special Constables work effectively in meeting their legislative mandates while offering support to policing in New Brunswick to enhance public safety. IENB members played a significant role in large-scale public safety events, such as flooding events and the 2017 ice storm on the Acadian Peninsula. Most recently, they have been tasked with border security during the COVID-19 restrictions. IENB Special Constables currently conduct daily inspections as well as investigative and law enforcement functions in response to their mandated duties. Members also provide public education and awareness under approximately 60 pieces of provincial and federal legislative mandates.

The existence of two different organizations both providing traffic services, investigations, other public safety responses, and many other duplicated services is not consistent with the integrated model of policing being recommended and duplicates administration, training, technology and equipment requirements in New Brunswick without consolidation. The elimination of duplication of services, the reduced need for training and recruiting members of the NBPPS to fulfill these roles and the existing fleet assets can all be utilized to reduce additional costs and the potential costs to transition to the NBPPS in the future.

## 7.e Policing in Indigenous Communities

A future New Brunswick Provincial Police Service should develop a fit-for-purpose policing model through further research, ongoing consultations and formal community engagement. In particular, approaches to policing in Indigenous communities demand thorough consideration and meaningful consultation before recommendations for how services could be delivered are considered. This Study did not include consultation with Indigenous groups in New Brunswick and is limited largely to information found in the New Brunswick Policing Arrangement Review and information previously collected from other jurisdictions.

### 7.e.1 History and Context

There are historical considerations that have long-lasting ramifications on the relationship between Indigenous communities and police services today. Trust and meaningful consultation will be a critical foundation for a healthy relationship between Indigenous communities in the province of New Brunswick and any future Provincial Police Service.



The challenges of engagement must recognize the historical experience and occasionally strained relations between Indigenous peoples and police services. Any model of policing in Indigenous communities must integrate the values, traditions, culture, and aspirations of those communities. Additionally, any model of policing must recognize that there could be differences in police-community relations within communities that should be considered.

New Brunswick has already made significant effort today in regards to building those community relationships and the relationship between the current police service and the Indigenous communities is positive. Continuing to invest in the relationship between police services and Indigenous Communities as a part of the transition to a provincial policing model will be essential. The implementation of NBPPS presents a unique opportunity to reimagine policing in Indigenous communities and to implement recommendations and actions from the National Inquiry into Murdered and Missing Indigenous Women and Girls and the Truth and Reconciliation Report Calls to Action.

The concepts presented in this report are not specific recommendations but rather starting points for consideration and future engagement and collaboration with Indigenous Communities.

### 7.e.2 Community Program Officer (CPO) Program

**Recommendation:** It is recommended that the province of New Brunswick expand the number of Community Program Officer (CPO) roles, and that it seek to fill those roles with Indigenous candidates to foster stronger connections between the provincial police service and the Indigenous communities it serves.

Indigenous communities should drive the development of a fit-for-purpose policing model for Indigenous peoples and communities in New Brunswick, this can be done by actively engaging Indigenous communities to develop a police service delivery model that is tailored to meet the unique needs of Indigenous peoples in New Brunswick. The potential implementation of a provincial police service can provide the framework to begin the process of developing a joint vision for policing in Indigenous Communities in New Brunswick.

A need for a program with unarmed Peacekeepers/Tribal Police/Tribal Warriors in New Brunswick was raised in several of the First Nation engagement sessions throughout the province that were conducted in partial fulfillment of the 'Policing Arrangements' 2019/2020 Review. This recommendation has been implemented in some areas of the province, including the creation of Moncton's uniformed 'Community Officers'. However, it should be noted that these Community Officers are not focused on Indigenous communities, but rather on the enforcement of bylaws for the city of Moncton.

The expansion and broader adoption of a 'Community Program Officer' role could help in the development of a long term productive relationship and interactions between Indigenous Communities and the provincial police service. This program is similar to the Community Safety Officer program in Kwanlin Dün First Nation to support the day-to-day safety and security of residents or the CSO Program in Saskatchewan where CSOs are employed by a municipality or First Nation for the purpose of providing high priority/low risk to harm enforcement services. Community Safety Officers serve as a professional, visible, and proactive point of contact for residents in need of safety and security support in their communities.

Some considerations for the program:

- **Recruitment challenges:** Recruitment of Indigenous peoples into similar roles or as members of police services, across Canada, has to date proven difficult. There are examples of non-Indigenous Community Officers that have been effective. Developing a strategy and program to help recruit Indigenous peoples will be crucial in the expansion of the program.
- **Training:** Providing training and resources to all recruits will be essential. Any training and other resources should be tailored to the culture, history, and values of the Indigenous people of the individual community being served and should go well beyond the current cultural diversity training provided today
- **Funding:** Funding for the Community Program Officers in New Brunswick is cost-shared 52% with the federal government, with the province paying the remaining 48% of costs. The program is administered by the RCMP. Funding and administration will need to be considered with the implementation of the NBPPS.

### 7.e.3 Governance

**Recommendation:** It is recommended that an Indigenous Advisory Panel be formed to provide ongoing guidance and recommendations to the Chief of Police.

The multi-layered governance structure detailed in the figure below is structured to maximize the voice of local communities and accountability to Indigenous communities could provide a strong mechanism for local priorities, culture, history and values to be incorporated into decision making and operations at every level of the organization.

The province would benefit from the creation of an Aboriginal Affairs Panel as a committee that would provide oversight as an overarching committee for the Government of New Brunswick. An Indigenous Advisory Panel could provide guidance and recommendations to the Chief of Police to ensure that Standard Operating Procedures (SOPs) and policies are developed in a culturally sensitive way. There is an opportunity to have a tailored approach to policing in Indigenous communities that recognizes, and meaningfully embeds, unique needs. This Advisory Panel could be appointed by the Ministry or the Provincial Police Commission, or it could be appointed directly by chosen Indigenous representation.

This advisory panel would oversee and act as a second Commission focused on services to Indigenous communities. Indigenous community policing services could be provided and managed by a branch within the NBPPS that is focused only on providing services to

Indigenous Communities and Peoples across New Brunswick and ensuring that all the NBPPS' capabilities incorporate Indigenous needs and sensitivities accordingly. This branch could be led by an Indigenous Deputy focused on providing tailored services to Indigenous communities who could be appointed by the advisory panel or the Provincial Commission and directly report to those governance bodies rather than to the Chief of Police.

### **Supporting Enforcement of Band Council Resolutions**

It has been noted that Indigenous Communities may require or desire support from police services and better alignment in enforcement of Band Council Resolutions. The NBPPS should work with Indigenous Communities to determine the appropriate role and support required and how the NBPPS can support the enforcement of Band Council Resolutions. This would likely need to be supported by changes to existing legislation to facilitate the legal challenges associated with this type of enforcement.

### **Strengthening Local Governance and Police Accountability in Indigenous Communities**

In order to provide the same strong local governance and feedback for performance and service levels in Indigenous Communities as in municipalities and LSDs, an Indigenous version of the Regional Service Commissions/Local Policing Commissions can be established. New Brunswick has tried to include Indigenous representation at the RSC commissions recently but there were challenges with the effectiveness due to differences of priorities and issues. Developing an Indigenous specific version of the RSC to allow Indigenous Communities the opportunity to voice their concerns could be a strong solution to increase the accountability of a police service to Indigenous Communities while respecting the differences in culture, value, history and contemporary priorities.

This section is not a recommendation for an organizational structure but rather a possibility to start further dialogue with Indigenous communities and peoples in New Brunswick. These, and other possibilities can be explored with Indigenous communities. It is from these discussions that the vast potential of Indigenous policing can be explored and actioned.

## **7.f Mid-Office & Integrated Communications**

The opportunity to improve the ability of different law enforcement services in New Brunswick to share information, coordinate resources, and work together to address public safety is significant. Criminal actions are not confined to remain in the jurisdiction of one police service or municipal boundary. Police services in today do not always have clear visibility into the investigations, actions, and information that their counterparts have and as a result there may be duplication of investigations and increased societal costs associated with victim impact, alongside the increased financial costs.

### **7.f.1 Integrated & Shared Data Sources**

**Recommendation:** It is recommended that the provincial police service proceed with implementing a unified Records Management System (RMS) across the province to enable interoperability with other police services.

The NBPPS will need to invest in its own RMS that has the functionality to manage large volumes of detailed incident data and reports from frontline police. Currently, the majority of police services are using, or planning to implement, Versaterm as their RMS system. An effective way to facilitate data sharing is to integrate the record management systems across the municipal forces and the NBPPS. The integration will require buy-in from existing municipal police services.

The integration of RMS data will be no simple task and will require investment in infrastructure, technology assessment and selection, compatibility analysis, as well as extensive analysis, formatting, and streamlining of data elements involved. There are several options for how a province can execute this integration initiative.

- Option 1: Developing a provincial data warehouse with no real-time connection to police services. This is the least expensive option and provides ample time for police services to cleanse data and reporting before submission. Contrarily, police services could miss deadlines to submitting data, they could remove or modify data before submission, if they choose to not share certain data and they might need to validate the recency of data and reports with their counterparts.
- Option 2: Developing a provincial data warehouse with a real-time connection to police services. This option is more expensive than option 1, real-time connection to RMS systems provides timely reporting and business intelligence for timely decision making and mitigates the risk of any data tampering or modification before submission. Contrarily it requires strong data governance practices to be put in place and requires operational and behavioral changes from officers inputting data into the system around completeness and accuracy, since data inputted will be fed live to the warehouse.
- Option 3: Implementing a unified RMS across the province. This is the most expensive option but provides seamless sharing and collaboration of data and reports across the province and an easy cost sharing scenario for the RMS (e.g. each participant pays for the licenses they use). Additional considerations include, single point of failure across the province if RMS is down, need for a backup solution for each service (e.g. mirror hosting), and requires strong data governance practices for each participating service.

Given that the majority of police services in New Brunswick use Versaterm that is managed by the province, eight out of the nine services, it is more feasible to pursue a fully integrated RMS in the province without having to bear the significant cost of transitioning several police services from one RMS to another. The feasibility of "Option 3" is significantly higher in New Brunswick than would be possible in other jurisdictions due to the homogeneity of the RMS systems in place across the province.

The data and system architecture to accommodate a shared or integrated RMS built on the Versaterm platform will need further analysis.

Additionally, further analysis of the functionality and system requirements for an RMS will need to be completed to validate that Versaterm is the most appropriate RMS platform to build on.

### 7.f.2 Dispatch, Real Time Communications

**Recommendation:** It is recommended that the provincial police service leverage the New Brunswick Trunked Mobile Radio (NBTRM) system and existing Public Safety Answering Points (PSAPs).

The call centre and dispatch services are the backbone of any police organization and often the first point of contact for citizens in need of police services. Building on the existing communication system to develop a leading integrated call centre and dispatch services capability for all major police, fire and ambulance services has the potential to garner significant benefits from data sharing, operational coordination, situational awareness for first responders, and cost sharing.

This capability has been partially developed in New Brunswick, in 2016 the provincial government launched a new mobile radio communication system that will improve communications among first responders and other users. Municipal police forces, some regional police forces, volunteer fire departments, paramedics, school bus drivers, and snow plow operators are among the 3,400+ users of the New Brunswick Trunked Mobile Radio system, also known as a P25 radio system<sup>6</sup>. Nova Scotia and Prince Edward Island also make use of the system, Bell Mobility plans to provide Maritimes-wide connections that enable first responders and public sector users to communicate across all three provinces. The NBPPS should use this system as well and support the expansion of the system to all services while investing to ensure infrastructure and people resources can support any additional capacity requirements. This would also allow greater efficiencies when increasing capabilities for the NG911 rollout in the lead up to 2025.

The transition to NBPPS may mean the loss of RCMP specific dispatch centres, i.e. Moncton and Fredericton. This may lead to an increase in volume of calls and equipment and capacity allowance, NBPPS could leverage the existing Public Safety Answering Points (PSAPs) which the NB 9-1-1 Bureau administers. These six PSAPs are responsible for civic addressing, and provide advice and direction to municipalities and other partners on emergency communications issues. (Information retrieved from the Government of New Brunswick's Justice and Public Safety page). Further analysis will need to be completed to understand the capacity impacts and requirements for infrastructure to support the increased call volume that will come with provincial police service calls be received through these PSAPs.

The NBPPS should also look to bolster PSAP and Dispatch services by incorporating mental health and family crisis professionals to those centers to help assist with initial response and communications to those complex and sensitive calls for service. This will allow for vulnerable people to immediately begin receiving support even before resources arrive on site.

### 7.f.3 Real Time Operations Command

**Recommendation:** It is recommended that the provincial police service utilize mobile real time command units to assist in coordinating major incident response.

A **Real Time Operations Centre (RTOC)** is used to manage major events that require coordination from various emergency and local services as well as for daily officer deployment using data-driven algorithms and software. Setting up a Real Time Operations Centre requires steep capital investments, which could be justified if demand for services is high. However, mobile real time command operations enabled by modern technology and advances in communications can be a viable option that is more cost effective.

Police services in New Brunswick currently utilize mobile command centers as a part of major incident response. This is a feasibly long term solution to delivering this capability while not incurring the same level of significant capital costs associated with building a permanent real time command center location. Building a permanent RTOC for the NBPPS is not a priority and the need for more capability than is provided through mobile command units can be evaluated over time.

## 7.g Back-Office & Enabling Capabilities

The RCMP corporate services model provides economies of scale for standardized corporate functions such as accounts payable or routine goods and services procurements but stakeholders have identified challenges associated with slow responses to urgent operational needs and limited flexibility to support local operations. Additionally, the technology investment and maintenance required to manage corporate services such as finance, human resources, procurement and information management and technology is significant and would decrease the amount of funding that can be directed at community policing and presence engaging with New Brunswickers.

The NBPPS will need to establish corporate enabling services in order to support the operations of front line services, provide financial services, human resources, procurements, contracting, materials management, and legal services that are required by all law enforcement organizations. Traditional policing services build these functions into their organizational infrastructure. The NBPPS has the opportunity to utilize existing provincial infrastructure to reduce operational costs.

Core technology infrastructure and resources related to human resources, financial services, procurement, asset management, fleet maintenance, and legal services that are not operationally sensitive to the NBPPS can be delivered effectively using Government of New Brunswick resources.

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<sup>6</sup>New Brunswick Trunked Mobile Radio system goes online. (2016, November 3). New Brunswick, Canada. Retrieved from, [https://www2.gnb.ca/content/gnb/en/news/news\\_release.2016.11.1058.html](https://www2.gnb.ca/content/gnb/en/news/news_release.2016.11.1058.html)

## 7.g.1 Corporate Services

### Integrated approach to Corporate Services

**Recommendation:** It is recommended that a future New Brunswick Provincial Police Service adopt an integrated approach to corporate services that leverages the Government of New Brunswick's existing infrastructure.

The NBPPS should utilize an integrated approach to providing corporate service that leverages the existing Government of New Brunswick Infrastructure to maintain economies of scale. The Government of New Brunswick has significant infrastructure that is already being utilized to provide corporate services to government departments in Service New Brunswick. Service New Brunswick should be considered as a potential avenue to provide these standard corporate services to the NBPPS. The NBPPS should "contract" with Service New Brunswick to provide standard corporate services and pay a fee for service to cover the costs.

The supporting governance mechanisms such as service level agreements, to clearly document the business requirements and expectations for service that should be developed collaboratively between the NBPPS and the Government of New Brunswick. Utilizing these resources and infrastructure will help the NBPPS to reduce operational costs for corporate services.

Not all services can be provided by the Government of New Brunswick as a result of specialized processes, information, technology or operational requirements that cannot be met through standard corporate services functions. There are a number of services that can be provided through Service New Brunswick without operational implications including but not limited to:

- Finance
- Standardized procurement
- Standard legal services
- Standard contracting
- Standard capital asset management
- Fleet maintenance

Utilizing the existing New Brunswick infrastructure will have the benefits of allowing NBPPS to reduce costs of operating non-citizen facing services to reallocate more resources into community policing to improve responsiveness to citizen needs and increase service levels. Integrating the corporate services with New Brunswick resources should also result in a reduction in the amount of people needed to provide corporate services on behalf of the NBPPS and realize greater value for money on non-operational service delivery through integration. Maintaining economies of scale will be critical for keeping administrative costs low.

### 7.g.2 Operational Considerations

**Recommendation:** It is recommended that a future provincial police service develop processes to enable it to carry out operationally-sensitive, confidential, and/or urgent procurement and human resourcing activities through parallel processes to support public safety requirements.

Due to the dynamic nature of police services and threat response, there are instances where operationally sensitive or urgent processes required to support public safety are required that are unplanned. In these situations it is essential for NBPPS to support operations to meet the public safety needs of citizens. The NBPPS should be enabled to have secondary processes to support these public safety needs based on specific criteria:

- **Confidentiality:** Should the NBPPS need to procure specialized equipment or hiring for a specific role related to covert operations, a public procurement or hiring process would divulge important information about the capabilities of the NBPPS to organized crime groups or criminals and reduce the effectiveness of the organization to maintain public safety or police service operations.
- **Urgency:** Should the NBPPS respond to criminal intelligence and the opportunity to utilize this intelligence is time sensitive, the NBPPS requires the ability to procure or contract goods or services immediately where timelines do not allow for a standard public procurement or hiring process.
- **Specialized or Technical Requirements:** Should the NBPPS procure very specialized goods and services which require a deep technical understanding or specialized expertise that is not available within the Government of New Brunswick, the NBPPS requires the ability to do so.

Any procurements or human resourcing processes that meet those criteria may be eligible for expedited processing internal to the NBPPS, but would require a delegation of authority process developed to include these scenarios. The Chief of Police could be responsible for the approvals for all such operationally sensitive expenditures completed through the internal processes and the provincial commission would hold the Chief accountable for these decisions.

The resourcing and infrastructure requirements for standard processes would primarily rely on the Government of New Brunswick personnel and infrastructure while specialized processes would primarily be delivered utilizing an expedited process and approvals delivered by Government resources and detailed out in standard operating procedures and policies.

Some of the potential benefits include; improved efficiency, improved service levels and higher responsiveness to urgent operational needs. A tiered approach to some corporate services such as procurement will give the NBPPS greater control to procure operationally sensitive goods and services in a timely manner and increase their ability to deliver services to citizens and be held accountable for those services. RCMP procurements for operational purposes can be delayed due to the nature of seeking approval from Ottawa for decisions.

The proposed model provides the option for expedited services required to support operational needs that is not possible or easy to achieve in the current model.

## 7.h Real Property

### Facilities Requirements & Considerations for Co-located Services

Existing infrastructure including facilities and physical workspaces may need to be adjusted or adapted to accommodate co-location of services in some cases. There may be instances where existing provincial infrastructure may more easily accommodate co-located services when compared to existing RCMP detachments. As a part of any transition or further study relating to transition, the assessment of facilities requirements and an assessment of existing facilities' ability to meet those requirements must be undertaken.

In addition to requirements for co-located services, facilities assessments should include but not be limited to the following:

- building and infrastructure condition
- operating costs, expected maintenance, and lifecycle costs
- suitability for public safety related infrastructure requirements including detaining individuals, physical building security, and accessibility to the public
- location and geographical distribution of facilities in relation to service level requirements
- alignment between size and “type” of detachment locations required to deliver services in the area as a part of the networked deployment model

### Training Facilities

Training and training facilities are an expense for every police service in the province, including the RCMP. Currently cadets are trained in the RCMP Academy - Depot Division in Regina, Saskatchewan. J Division must send new cadets to that facility as a part of recruitment and training in becoming an RCMP officer. This training is standardized nationally and all RCMP recruits receive the same training in accordance with RCMP standards and priorities. The cost to travel for recruit training and specialized training can become significant and forces members to travel and stay in locations across Canada when required.

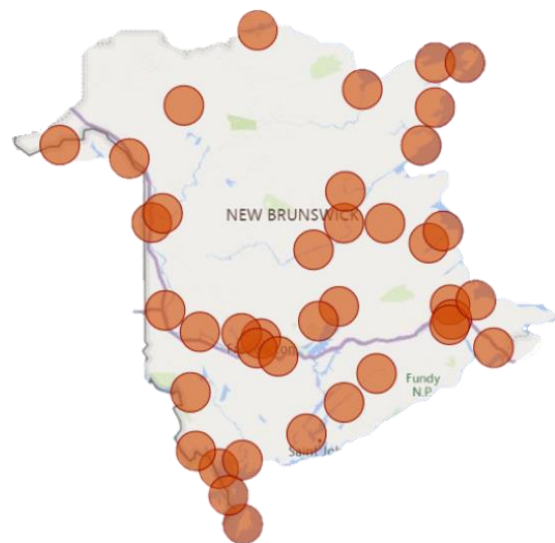
A provincial police service should explore the possibilities of local police training facilities including an examination of:

1. Sharing facilities with municipal and regional services
2. Increasing the use of local Police Academies
3. Opportunities for to partner with other organizations, such as post secondary institutions, for non-operationally focused training

A detailed examination of the training capacity of existing facilities will need to be conducted. In New Brunswick Police Cadets are generally enrolled in one of the following, none of which are in New Brunswick though some present potential opportunities for a future NBPPS:

- **Atlantic Police Academy**
- British Columbia Justice Institute
- Canadian Forces Military Police Academy
- L'École nationale de police du Québec
- Ontario Police College
- RCMP Academy, Depot Division (Regina, Saskatchewan)

Additionally, an inventory of training programs being delivered by municipal services should be conducted to identify areas of uniquenesses and duplication across services.



There may be consideration given to building a specific training facility or facilities for the provincial police service in New Brunswick in the long term. However, given the location of nearby training academies and colleges, and the fact that several municipal police services are already using other facilities, it may be more cost effective to invest money into expanding the capacity of existing training facilities rather than building new facilities.

### Detachments

The RCMP currently oversees 39 detachments across the province, including J Division Headquarters, that provide general frontline duty policing services. Each detachment is led by a commander and is staffed by regular members, civilian members, and public service employees.

As the province of New Brunswick evaluates the transition to a provincial police service of its own, there is an opportunity to consider the potential rationalization of select detachments to drive efficiencies and rethink the current service delivery model. For example, the province could explore ‘hub’ models that bring together the economies of scale and capabilities needed to deliver resource-intensive services, including specialized services, to reach a wider population. This is not unlike the natural detachment hubs across the provinces today, such as Woodstock, Oromocto, and St. George, among others. However, identifying the number and location of potential

detachments to rationalize requires a thorough analysis that accounts for various factors, such as call volumes and the nature - or severity - of calls. A future New Brunswick Provincial Police Service should seize this inflection point in the consideration of its policing arrangements to revisit the geographic footprint of existing detachments and explore alternative community policing deployment models, including hub models.

## 7.i Opportunities for Innovation, Collaboration, Regionalization & Partnerships

The decision by the province of New Brunswick to examine how policing services are delivered across communities currently served by the RCMP presents a unique opportunity to collaborate with partners - within and beyond provincial borders - in new and innovative ways.

Fundamentally, the nature of law enforcement is evolving, galvanized - among other factors - by changing citizen expectations and the growing desire for more prevention-driven, cooperative approaches to public safety over enforcement-driven, command and control tactics. For governments and police services everywhere, this means thinking outside the box of traditional service delivery models. The province of New Brunswick is no exception.

Opportunities for collaboration could be considered at two different levels - outside and within the province:

- Regional Collaboration With Other Atlantic Provinces
- Collaboration With Other Partners Within the Province

### Regional Collaboration With Other Atlantic Provinces

New Brunswick has a rich history partnering with Canada's other Atlantic provinces. Geographic, political, and social connections between Canada's Maritime provinces offer a bedrock on which provincial cooperation on law enforcement could be built and expanded even further. For example, in October 2021, the provincial governments of New Brunswick and Nova Scotia announced the creation of a partnership to investigate serious incidents involving police.<sup>7</sup> The agreement in principle would allow Nova Scotia's Serious Incident Response Team (SiRT) - an independent agency mandated to investigate serious matters, such as death, injury, and sexual assault involving police - to act as the oversight body for both provinces. The collaboration ensures the province of New Brunswick, which does not have its own police watchdog agency and, therefore, relies on Nova Scotia's SiRT and Quebec's Bureau des enquêtes indépendantes (BEI) to conduct independent investigations - has ready access to the expertise and services it needs to build public trust in investigations into police actions. The partnership is expected to start in 2022.

Similar to its regional approach to investigating serious incidents involving police, a future New Brunswick provincial police service could consider broader collaboration opportunities with other Atlantic provinces to unlock synergies, drive efficient and effective service delivery, and foster sustainable partnerships in the delivery of public safety services. Underpinning these partnerships would be cost-sharing arrangements and Service Level Agreements (SLAs). Potential candidates for regional collaboration are:

- **Specialized Services:** Resource-intensive complex services that typically demand expensive training and/or equipment, but receive a relatively lower volume of requests. Examples of specialized services include: Air Support, Explosives Disposal, Forensic Identification, and Marine and Canine Units.
- **Complex Investigations & Intelligence:** Involve specialized skills to tackle major complex crimes. The nature of major crime is changing and is increasingly borderless. For governments and law enforcement agencies, that means growing cross-jurisdiction collaboration. There is an opportunity for a future New Brunswick Provincial Police Service to partner with other provinces and the RCMP to conduct - and cooperate on - complex investigations, including organized crime, drug enforcement, human trafficking and child exploitation, and major violent crimes.

The high cost of these services, combined with the province's relatively small size in both population and geography, suggests that a future New Brunswick Provincial Police Service could potentially benefit from regional cooperation with other provinces to pool resources and capitalize on economies of scale.

Like SiRT, the province of New Brunswick should seek to maintain - and build upon - existing partnerships with other provinces, such as Prince Edward Island from which Holland College's Atlantic Police Academy hails for the training and development of officers. Halifax Regional Police offers a police training program, too.

Beyond the province's future partnership with Nova Scotia's Serious Incident Response Team (SiRT), the potential for regional cooperation in the delivery of Specialized Services and Complex Investigations & Intelligence, and established partnerships, there is an opportunity for New Brunswick and other provinces to consider cross-border cooperation; for example, to bring together Indigenous communities across Atlantic Canada to provide a stronger voice and identify overlapping opportunities to address unique needs. However, any provincial collaboration must prioritize the unique needs of New Brunswick's communities, including its Indigenous communities.

There are also broader opportunities to pursue other opportunities for cost savings or efficiencies that can be incorporated into public safety and security services such as collaborative procurements to improve economies of scale or shared policing standards to improve interoperability.

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<sup>7</sup>New Brunswick and Nova Scotia create partnership to investigate serious incidents involving police. (2021, October 4). New Brunswick, Canada. Retrieved from, [https://www2.gnb.ca/content/gnb/en/departments/public-safety/news/news\\_release.2021.10.0692.html](https://www2.gnb.ca/content/gnb/en/departments/public-safety/news/news_release.2021.10.0692.html)

## Collaboration With Other Partners Within the Province

**Recommendation:** It is recommended that the province of New Brunswick expand the number of Community Program Officer (CPO) roles, and that it seek to fill those roles with Indigenous candidates to foster stronger connections between the provincial police service and the Indigenous communities it serves.

To be effective, any future New Brunswick Provincial Police Service will rely on ongoing collaboration with a myriad of partners operating within and beyond law enforcement. As police services everywhere seek new and innovative ways to engage with the communities they serve and as the traditional boundaries of what uniform officers are called upon to respond to erode, there is growing recognition that police services simply can't go it alone.

Examples of potential service delivery partners for a future New Brunswick Provincial Police Service include:

- **Healthcare & Social Services Providers:** Addictions, mental health, and family crisis intervention are growing drivers of 911 emergency calls, and there is recognition - by police services and communities alike - that uniform officers are not always readily equipped to handle those situations. In response, jurisdictions in Canada and across the globe are piloting innovative programs that bring together uniform (or even peace) officers and mental health and social services professionals. In 2011, the Vancouver Police Department (VPD) partnered with Vancouver Coastal Health (VCH) to serve people in the community that suffer from mental illness, substance abuse, and addiction. This collaboration seeks to reduce people's likelihood of becoming caught up in the criminal justice system while protecting against individual and community harm. In 2020, Saint John launched an integrated mobile crisis response team of police officers from the Saint John Police Force and mental health trained clinicians to respond to mental health calls that can be activated via 911, calls to the mobile crisis line, and community outreach. The team operates seven days a week on a 12-hour shift from 11 a.m. to 11 p.m., which - according to data - is the peak time for mental health calls. As of October 2020, Saint John had invested \$900,000 in the project over three years.<sup>8</sup> A future New Brunswick Provincial Police Service should deploy a similar program that could be expanded throughout the province.
- **Other Government Departments & Agencies:** Reimagining the future of police services and thinking more holistically about the continuum of public safety in the province of New Brunswick will depend on increased cooperation between government departments and agencies, most notably the Addictions and Mental Health branch of the New Brunswick Department of Health and the New Brunswick Department of Social Development, including Social Services.
- **Indigenous Communities:** A future New Brunswick Provincial Police Service should strive to proactively engage Indigenous peoples and their communities to drive the development of a fit-for-purpose police service delivery model that is tailored to serve their unique needs within the broader provincial policing framework. Community Program Officers (CPO) present a promising option. There are currently seven CPOs in New Brunswick funded via the RCMP's First Nations Policing Program (FNPP). Under this arrangement, the Government of Canada subsidizes 52% of the costs while the Government of New Brunswick funds the remaining 48% of the program. CPOs, who are civilians, bridge the gap between police and communities by working together with local communities on crime prevention and crime reduction initiatives; for example, by working with prolific offenders.<sup>9</sup> Despite the benefits of the program, funding constraints are a challenge. Whereas not all CPO roles are filled by Indigenous peoples, a future New Brunswick Provincial Police Service should expand the number of CPO roles it funds and seek to fill those roles with Indigenous candidates to foster stronger connections between the provincial police service and the Indigenous peoples and communities it serves. Beyond the CPO program, the province should consider opportunities to leverage its existing network of Regional Service Commission (RSCs) to increase the representation of Indigenous communities as a means to foster stronger relations between the provincial police service and the communities it serves while recognizing that any decisions pertaining to policing in Indigenous communities depend on meaningful consultation.
- **External Entities:** Community partnerships with not-for-profit organizations, such as the Codiac Regional Citizens On Patrol Association (CRCOPA) whose mission is to build safer communities by mobilizing citizens throughout Greater Moncton to participate in a community-based crime and victimization prevention initiative in cooperation with local law enforcement agencies.<sup>10</sup>
- **Private Service Providers:** Contractual relationships with private service providers, such as privately-delivered lab services, canine units, and cyber security professionals.

## 7.j Other Considerations

A change of this scale requires consideration of other elements that are related but not necessarily a core component of the policing model. There are other opportunities and challenges that should be noted and weighed while evaluating the core model presented in this document, some of which are required to enable the recommendations or to fully realize the expected efficiencies or service delivery improvements that are possible.

<sup>8</sup>New crisis response team of police and mental health workers now at work in Saint John. (2020, October 25). CBC. Retrieved from, <https://www.cbc.ca/news/canada/new-brunswick/nb-saint-john-integrated-mobile-crisis-response-team-1.5770788>

<sup>9</sup>Bridging the gap between police and communities: Community Program Officer. (2020, December 16). Royal Canadian Mounted Police. Retrieved from, <https://www.rcmp-grc.gc.ca/en/news/2020/bridging-the-gap-police-and-communities-community-program-officer>

<sup>10</sup>Police authority in Moncton presented with high-tech version of neighbourhood watch. (2019, September 6). CBC. Retrieved from, <https://www.cbc.ca/news/canada/new-brunswick/citizens-patrol-moncton-ward2-1.5272692>

### 7.j.1 Provincial Training Standards

The integrated model requires that police services are able to collaborate effectively while delivering a variety of front line services. The most effective way of ensuring that police services are able to operate effectively together would be through the implementation of provincial training standards. As a part of a potential transition the NBPPS can lead the development of provincial standards in training through collaborative processes with municipal and regional police services.

Provincial standards will allow municipal service, regional services and the NBPPS to operate more effectively when joint force operations are required or joint responses occur. By developing provincial standards for police training through collaboration, the standard of training received by all law enforcement services will be improved by adopting and incorporating the most effective elements of all programs into the provincial standards.

The benefits of provincial training standards is mainly in improving the interoperability between police services. However, the feasibility of shared training facilities, collaborative procurements, and integrated response and specialist capabilities are recommendations provided in this report that are enhanced or further developed by the implementation of training standards across the province. There are substantial operational benefits that can be realized through provincial training standards. It will be critical to take an objective approach to determining what the provincial standard is with substantive input from all stakeholders and subject matter experts.

### 7.j.2 Legislative Changes

The Government of New Brunswick will need to draft legislation in order to enable the creation of the New Brunswick Provincial Police Service. The recommendations in this report assume that all legal and legislative processes can be completed as required. Legislation should cover but not limited to the following elements:

- The establishment of a provincial policing agency
- Defined authority, governance, and jurisdiction of the provincial policing agency
- Creation of a Provincial Police Commission to oversee NBPPS
- Roles, responsibilities and structure of the Police Commission
- Appointment, selection and removal processes for members of the provincial police Commission
- Authority of the Provincial Chief of Police
- Role of the Department of Justice and Public Safety in relation to the Agency, the Commission, and the Chief of Police
- Role requirements and responsibilities of police members
- Expansion of the New Brunswick Police Commission's mandate to include provincial police members
- Any legislation required to support municipalities in contracting NBPPS to provide services in those municipalities.

There may need to be further study of similar legislation in Ontario, Quebec, or the updated provincial police legislation to define further legislative requirements other than those listed above. The appropriate expertise in legislation should be involved in defining the various requirements of any legislation passed.

The requirement to update the *Police Act* in order to enable some of these required changes presents an opportunity to revisit earlier discussions the Department of Justice and Public Safety have had with regards to updating that legislation. The 'Policing Arrangements in New Brunswick 2019-2020' review observed that select sections of the *Police Act* are open to interpretation, and that definitions for terms, such as 'immediately' or 'adequacy' are not available and have caused significant concern on some fronts.<sup>11</sup> Concerns around issues, such as time limits to conduct *Police Act* investigations, temporary reassignment, suspension of police officers, and suspension without pay are issues that are of concern to chiefs of police, police officers, and civic authorities.

### 7.j.3 Continued Role of the RCMP in Federal Policing

In addition to contract policing, the RCMP is responsible for federal policing across Canada. Federal policing addresses the most serious and complex criminal threats faced in Canada. These threats include threats to democratic institutions, the economic well-being of Canada, and physical or cyber infrastructure.

Through Federal Policing, the RCMP prevents, detects, and investigates national security, cybercrime, and transnational and serious organized crime, including financial crime. In addition, it enforces federal statutes, conducts international policing activities, and upholds Canada's border integrity and the security of significant government-led events, designated officials and dignitaries.

The RCMP will continue to deliver services and dedicate resources and people to performing activities relating to federal policing activities in New Brunswick regardless of whether the Province of New Brunswick decides to transition away from the RCMP contract policing arrangements in place today.

Any provincial police service in New Brunswick will need to co-exist and collaborate effectively with the RCMP and assist and support the RCMP in delivering on its federal policing mandate. A positive relationship between the Province of New Brunswick, any provincial police service and the RCMP is essential to the safety and security of all peoples in New Brunswick and Canada at large.

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<sup>11</sup>Department of Justice and Public Safety. (2020, October). New Brunswick Policing Review: Policing Arrangements in New Brunswick 2019–2020. New Brunswick.



## 7.k Overview of Potential Benefits & Qualitative Comparison with the Current Model

A provincial police service in New Brunswick creates a unique opportunity to fundamentally change and evolve rapidly how police services are delivered with full consideration given to the significant and rapidly changing demands of citizens. Police services across the globe, particularly in North America, are being challenged to adapt to be more responsive, integrated, and to rethink how police services are built to respond to systemic issues. These are complex challenges that are difficult to respond to without significant structural changes to policing models.

The development of a provincial police service creates the opportunity to address some of the inherent challenges in the current policing model under the RCMP. There are inherent limitations in the structure of the RCMP policing model that cannot be easily addressed or changed even with significant collaboration between the Provinces and Public Safety Canada. The relationship between the Federal Government, the Province of New Brunswick and the Municipalities and communities receiving service creates significant complexity and can cause a misalignment of priorities and expectations.

Conversely, there are significant opportunities to reimagine policing and tailor the provincial police service to improve services, integrations across the spectrum of community safety service providers, and transform the culture of police services to better serve the public and adapt to changing demands and expectations of police services. There is a natural alignment between a provincial police service and the need to integrate and coordinate with other provincially delivered services - health services, family and community services, addictions support, and education.

### **Greater Ability to Establish Priorities and Improve Control and Accountability to the Province**

The implementation of a provincial police service in New Brunswick will significantly improve the ability for the province to influence the public safety priorities and to more effectively hold the police service accountable for their performance in achieving public safety outcomes. The increased ability to drive public safety priorities, improve control over costs and standards of service, and more directly manage performance and assess service delivery to communities in the province is enabled by:

1. Introducing a community focused governance structure within the province
2. Strengthening the ability of local communities and the provincial government to meaningfully hold the police service directly accountable
3. Increased cost certainty and control for both the provincial government and municipalities

### **Community Focused Governance**

Under the current policing model, "J Division" is accountable to three different levels of government and must balance public safety priorities from the Federal Government and Public Safety Canada, the Government of New Brunswick as the contracting authority in the province under the PPSA, and to municipalities, local service districts and other communities in the Province under the PPSA or MPSA contracts. Priorities, programs and services are often set at the national level within the RCMP and are often standardized across all provinces. There is some accountability for the province to collaborate with RCMP "J Division" Leadership to co-develop priorities but ultimately the accountability for operations and actions lies with Public Safety Canada and the Federal Government.

Establishing a Provincial Police Service allows the Province of New Brunswick to set priorities focused solely on meeting the public safety needs of the people of New Brunswick with the Provincial Police Commission. This Provincial Police Commission will be accountable to the Provincial Government through the Department of Justice and Public Safety for all public safety outcomes and operations. This direct accountability within the province removed the need to balance federal and provincial policing priorities.

This provincial police commission also creates the ability for local communities to be represented and be heard at the strategic decision making level. This direct input from communities into strategic decision making is perceived to be difficult under the current policing model with contracted policing from the RCMP. This type of local representation at the strategic decision making level entrenches a responsibility and accountability to meet local needs by setting the tone at the top of the organization. Communities in New Brunswick and the Provincial government will have the only voice in determining what services and public safety challenges are the most important to New Brunswick.

### **Strengthening Accountability Locally**

In the recommended model described in this report, the ability for the Provincial Government to directly hold the police service accountable for its performance, achievement of objectives and agreed upon outcomes is significantly strengthened from the status quo policing model in place today. There are multiple layers of accountability in place in the recommended policing model that are designed to create consistent focus and accountability to communities with strong mechanisms in place to allow communities and the provincial government the authority to meaningfully manage performance.

The Provincial Government will be responsible for selecting and appointing the Provincial Police Commission which acts as the strategic leadership for the Provincial Police Service. If the Provincial Police Service in New Brunswick were to provide unsatisfactory service, have significant operational challenges or not meet the Department of Justice and Public Safety's expectation the Commission Members could be removed. This provides the Government of New Brunswick the authority to not only set the strategic priorities but also hold the organizations leadership accountable for their results. Additionally, the Minister of Department of Justice and Public Safety can remove the Chief of Police for lack of performance or unsatisfactory public safety outcomes.

The Provincial Police Commission will be responsible for assessing the performance of the Chief of Police and the organization in its implementation of strategic plans into operations and also has the authority to remove the Chief of Police as required. At a local level,

regional police commissions will be responsible for assessing the performance of local police services and will report regularly to the provincial police commission and can request the removal of a local detachment commander when performance or services do not meet the acceptable standards.

These structures provide a direct accountability to the province and local communities to manage and monitor performance and take appropriate action as required. This level of local accountability directly tied to meeting community objectives is a crucial difference to the current state of policing in New Brunswick where accountabilities are split between different levels of government and mechanisms to take action are weak or require agreement between the RCMP, the Province or Municipal authorities.

### **Cost Certainty and Control**

The recent signing of a new collective agreement between the National Police Federation (the RCMP Union) and Public Safety Canada which provides a salary increase to members of the RCMP highlights a critical weakness in the current model of policing. Costs can be imposed on the province and municipalities without the opportunity to provide input into the decision making process.

The recommended model of policing puts the responsibility for determining the total policing budget for the provincial police service on the Provincial government which means that in any given year, the Government of New Brunswick can dictate how much it spends on policing. There is also greater flexibility in the funding arrangements between the Provincial government and municipalities. The Province can increase or decrease the amount of funding provided to municipalities to take into consideration local economic conditions, the ability of municipalities to bear additional costs or the need for the province to provide more financial investments into the police service to allow municipalities to invest in other areas. The ability to control and set total costs for policing is a significant change from the status quo model where costs are essentially invoiced to provinces and are not tied to performance or service levels.

The ability to set the budget and control the costs of policing gives greater certainty to the Government of New Brunswick and Municipalities that is not possible under the RCMP model. How the total budget is spent will be determined by the Provincial Police Commission and Regional Police Commissions and Detachments which highlights another strength of the recommended model - not only can total costs be controlled by the province but what equipment, resources, or expenditures are required to best meet the needs of the people in New Brunswick will be determined according to local needs. This level of cost certainty and control over total cost of policing for New Brunswick is not possible under the RCMP model of policing.

### **Building Meaningful Connections to Reimagine Community Safety**

The evolution of all organizations, including police services, is often slow. Organizational change, structural adaptations, and planned integration points with other services are very complex and difficult to implement effectively and cost efficiently. Police services are risk averse organizations by design and for legitimate reasons which is an important consideration for public safety and managing the risk inherent in delivering services but can also slow the implementation of needed changes to service delivery or responses to cultural shifts or citizen demands or even changing types of calls for service.

### **Transformation by Design vs Evolution over Time**

The potential of transitioning to a provincial police service brings the opportunity to build, from the ground up, a police service that can leapfrog years of traditionally slow evolution of police services. Developing a new police service can be used to transform and modernize the police service by thoughtful design rather than trying to evolve existing services over time to adapt to current challenges. Police services were not built or structured to respond to the challenges in public safety or the types of calls for service being demanded by citizens and communities today.

One of the critical benefits of starting from a blank slate is that the challenges associated with changing the way services are delivered, the roles required to deliver services differently and putting in place the appropriate enablers as a part an existing organization is largely mitigated because you can build all the capabilities and enablers at once and designed to fit together right from day one. Additionally, the organization can be structured to be more adaptable and with critical capabilities required to help drive that continuous improvement and constant evolution that is increasingly becoming demanded.

### **Addressing Root Causes of Crime Through Connection & Integration**

There is a tremendous opportunity to build meaningful connections between different service providers and provincial government departments who play an important and connected role in public safety. Health care, family support programs, police services and housing support providers interact regularly with the same clients. Understanding and building mechanisms not only to drive collaboration but to share information and create a networked approach where the right service, at the right time, for each individual case can be provided seamlessly could be transformational.

The cost savings from a monetary perspective are extremely complex to quantify but the value to communities in being able to utilize different services to provide real solutions to vulnerable people and at-risk populations to address root causes of crime and disorder are evident. There is a natural alignment at the provincial level for how these programs are administered that makes the case for integration with a provincial administered police service even stronger. The implementation of a provincial police service will allow the province to coordinate how services are delivered across the spectrum of community safety and wellness.

In the current policing model, the RCMP is trying to address the need for connections between police and other service providers. The difficulty being faced is these connections are being made on an ad hoc basis and without fundamentally changing the rest of the organization around them. These connections become "pockets" within a broader organization that is slower to keep up to the introduction of new services or different ways of working and the need to adapt. This includes difficulties in introducing new roles, new ways of working,

and building in critical enabling capabilities required to truly transform how services are delivered holistically throughout the organization. This is further complicated by the need to coordinate between different levels of government and services that are not accountable to the same bodies.

### **Drives Efficiency and Effectiveness Across the Province**

An integrated model recognizes that community and related services are an ecosystem that are all part of a network of services involved in community safety and well-being. This collaboration requires strong governance and strategic direction to coordinate resource deployment and identify areas of need and services that must be delivered by a provincial police service. An approach focused on integration would be applied in the operating model of the NBPPS to blend economies of scale required to keep costs low with maximized operational efficiency and responsiveness.

An integrated operating model for the New Brunswick Provincial Police Service is focused on three key elements:

- Community policing in rural, urban & Indigenous communities as the “core business” while collaborating to provide specialized services required to public safety
- Coordinating and maximizing the deployment of existing resources across all police services, including where appropriate, municipal police services, through shared data and formalized agreements to find cost savings for all police services and minimize overlapping services across provincial and municipal law enforcement services
- Integration with provincial services and community programs as a key component of addressing all factors of public safety and well-being and to deliver a high level of responsiveness and service delivery. Integration of communication and data systems with existing municipal systems allows for closer collaboration and access to real time data

An integrated operating model of policing in New Brunswick requires the NBPPS to collaborate with other law enforcement services and government organizations to provide front line services to New Brunswickers . An integrated model recognizes that the New Brunswick Provincial Police Service is one part of the public safety spectrum and cannot effectively provide all aspects of public safety and policing that the people of New Brunswick expect while acknowledging that there is an opportunity for economies of scale, resource and service optimization and coordinated responses that can be more efficient and effective through integration.

Operating costs are lessened by focusing on collaborating and tightening the link between the police service and other service providers instead of incorporating and centralizing the services within the NBPPS. Service levels are increased by allowing specialists to deliver specialized services and allowing police to focus on community policing and responding to local needs.

By implementing an integrated model the scope and complexity of implementation is balanced against the ability to innovate and the cost to operate. This model looks at all the resources available in the province and attempts to create the ability to plan, coordinate, and deploy those resources by collaborating across the province with municipal services, other government organizations, post-secondary institutions and other NGOs to be more cost effective while maintaining high service levels for all stakeholders.



# 8. Financial Costing Model

## 8.a Overview

A cost model has been prepared, based on the proposed operating model, to summarize the total annual operating costs of a potential future New Brunswick Provincial Police Service. This section provides a summary of the methodology used to develop the cost model, the underlying key assumptions, and the policing costs by major category. All costs have been rounded to the nearest \$10K.

The conceptual resourcing model results in a total of 1,603 positions, which is comparable to the headcount as of June 2021 in New Brunswick. In the proposed model, Regular Members will be reduced by 159 FTEs, replaced by additional Civilian Members, IENB (Peace Officers), Private Security, and Provincial Crime Reduction Unit (PCRU) FTEs who will provide services tailored for the needs of specific communities (e.g., mental health or addiction support). The exact mix of resources in each detachment should be determined by considering the needs of the local community and the required resourcing should be adjusted over time as populations and demand for services in the province change.

The proposed resource mix is a conceptual resource model, for consideration, and will need to be further refined and validated through analysis of crime data, demand for services, and stakeholder engagement.

It is assumed that operations in Year 1 will be based on the proposed scenario and not a combination of different assumptions. Further analysis would be required to quantify the impact of combining different approaches to regionalization, resourcing mix, or a combination of these.

### Exhibit 8.1 Summary of Future State Policing Costs in New Brunswick

#### NBPPS Future State Analysis - Financial Summary

##### *Proposed Model*

##### **Annual Cost Summary**

CAD '000s

Category	Costs
HR	\$170,280
Equipment	\$8,590
Real Estate	\$10,240
Admin & Other	\$20,780
<b>Total Costs</b>	<b>\$209,890</b>

### Exhibit 8.2 Summary of Resource Mix and Detachment Count

##### *Proposed Model*

##### **FTE Summary by Employee Type**

	Future State # FTEs
<b>A. Regular Members</b>	739
<b>B. Civilian Members</b>	123
<b>C. Public Service Employees</b>	358
<b>D. Provincial Crime Reduction Unit (PCRU)</b>	13
<b>E. Peace Officers (IENB)</b>	246
<b>F. Private Security</b>	62
<b>G. Auxillary</b>	62
<b>Total Employees</b>	<b>1,603</b>
<b>Detachments</b>	<b>39</b>

## 8.b Underlying Assumptions and Data Sources

The future state cost model uses the current state costs as a baseline, with adjustments to align with the proposed core capabilities,

services, and operating model. Given that RCMP salaries are expected to increase on April 1, 2022, as a result of the collective agreement, projected FY 2021-22 costs were calculated to factor in the salary increase (please refer to Supplement 3) as well as to include the cost of IENB and PCRU, which were not part of the current state model.

Where available, Government of New Brunswick cost benchmarks have been used to estimate the equivalent cost for the future provincial police service. In the absence of appropriate benchmarks, the current state cost has been used as the estimate for future cost. The cost model is structured to estimate the future cost of policing under the following categories:

- **Human Resources (HR):** These costs include salaries, benefits, overtime, paid leave, recruiting, relocation, and training. Based on the alternative resource model in section 7.d.2, salaries have been calculated by police personnel category (e.g., Regular Member, Public Service Employee, IENB) based on available New Brunswick salary benchmarks as well as IENB salary ranges provided by JPS. From here, 10% reductions were applied to the per capita PPSA costs of training, relocation, and professional services due to assumed efficiencies gained from leveraging provincial resources and economies of scale. FTE Utilization is estimated to be at 92% based on actual strength versus authorized strength of the current state.
- **Equipment:** This category includes costs related to the purchase, rental, and maintenance of equipment used to support policing services. It includes the costs for criminal operations (CROPS), fleet, radios, and communications and informatics equipment. It was assumed that NBPPS members would be provided with equipment (e.g. CROPS, fleet, radio systems, telecom, informatics) similar to those used in the current RCMP policing environment. The cost is therefore proportionate to the per capita cost from the current state PPSA cost for FY 20-21.
- **Real Estate:** These costs include the operating and maintenance costs of the various NBPPS facilities. Costs were calculated using the assumption that the cost structure of the future state footprint, including lease arrangements, would be unchanged from the current state.
- **Administration and Other Costs:** These costs include division administration costs (for back office functions, such as finance, administration, and legal), professional services, governance, media, travel, and other miscellaneous costs. The future state costs are based on the assumption that administration costs for the NBPPS would be similar to current RCMP administration costs and were calculated as proportional to the per capita cost from the current state PPSA cost for FY 20-21. As noted above in Human Resources (HR), a 10% reduction in professional services was assumed as a result of efficiencies gained from the recommended future state operating model.

#### Limitations of the Cost Model:

The cost model reflects the level of detail currently available in the future operating model. As further work is completed to refine the future model, the cost model should be updated to reflect changing assumptions and additional information that may become available.

Calculated per capita and per detachment, costs from the FY 2020-21 PPSA agreement were used as the baseline for many cost categories as well as publicly available benchmarks for the cost of policing. Thus there are some limitations to this model which would benefit from further analysis. The model represents an estimate of ongoing operating costs in a steady state environment. One-time transition costs and ramp-up costs required to stand up a provincial police service need to be evaluated to provide a true assessment of total cost. Key areas recommended for further analysis are listed below:

- **Officer Rank and Salaries:** NBPPS officer ranks and salaries were estimated by mapping current RCMP ranks to the Fredericton Police ranks and salaries based on published salary information. The rank and salary mapping needs to be validated by the Government of New Brunswick to ensure they are in accordance with current grade structures and salary policies.
- **Shared Services:** The future state costs for shared services (e.g., finance, procurement, legal) were assumed to be comparable to the current RCMP costs as services would transfer from the RCMP shared services model to Government of New Brunswick shared services. Shared service functions were not engaged to further define the requirements needed to support NBPPS. A more detailed assessment would help identify potential synergies between NBPPS and Government of New Brunswick shared services functions, such as redundant roles that could be absorbed within the current Government of New Brunswick structure or economies of scale / process efficiencies from centralizing selected functions.
- **Equipment Specifications:** Detailed specifications of CROPS equipment, fleet, radio, telecommunications, and other equipment that would be provided to NBPPS members were not explored in the future state model. Therefore, equipment cost is based on the assumption that NBPPS would incur the same equipment cost per capita as the RCMP. There likely would be cost impacts due to changes in economies of scale and/or changes to equipment specifications that are currently not reflected in the future state cost.
- **Vendor Selection:** The cost model assumes no changes in the vendor landscape. For a more accurate cost estimate, further assessment should be performed to understand the impact of volume changes on unit prices as well as the potential to use vendors with existing Government of New Brunswick contracts.
- **Real Estate Rationalization:** The model assumes that the NBPPS would incur the same operating and maintenance costs as the RCMP. It does not consider potential cost savings from renegotiating leases, rationalizing facilities, relocating facilities to lower cost/existing Government of New Brunswick buildings, or co-locating services. A detailed assessment of facilities and locations would be required to optimize real estate costs and leverage existing provincial buildings.
- **Detachment Rationalization:** It is projected that the NBPPS will maintain 39 detachments in the future state model although there is an opportunity to consider rationalizing the number of detachments through regionalization or . A detailed analysis will need to be performed to estimate potential cost savings from reducing/optimizing the number of detachments in the future.
- **Scenario Modeling:** Scenario modeling could be performed to assess the impact of changing the resource mix or other assumptions. This would help to identify the most appropriate operating model for the NBPPS.

## 8.c Costs for Proposed Model

The annual operating cost for the proposed operating model is estimated at ~\$210m and is presented in Exhibit 8.3 below.

### Exhibit 8.3 Future State NBPPS Cost Summary

**Proposed Model**

CAD '000s

Category	Future State Operating Costs
<b>HR</b>	<b>\$170,280</b>
Members	\$98,890
Peace Officers	\$40,990
Public Service Employees	\$10,830
Civilian Members	\$10,720
PCRU	\$2,110
Private Service	\$2,450
Auxillary	\$0
HR Services	\$4,290
<b>Equipment</b>	<b>\$8,590</b>
CROPS	\$860
Fleet	\$2,700
Informatics	\$610
Radios	\$1,680
Supplies	\$20
Capital	\$2,330
Other	\$390
<b>Real Estate</b>	<b>\$10,240</b>
Leases	\$1,530
Other O&M	\$4,680
Capital	\$4,030
<b>Admin &amp; Other</b>	<b>\$20,780</b>
Administration	\$10,950
Other Costs	\$9,830
<b>Total Costs</b>	<b>\$209,890</b>

The detailed costs for each category are described below:

#### 8.c.1 Human Resources

HR represents the most significant cost, accounting for ~82% of the total cost of policing for NBPPS. The total HR cost is estimated at ~\$170m. This amount includes salaries, benefits and leave for each employee type (Regular Members, Peace Officers, Public Service Employees, Civilian Members, PCRU and Private Services). Additionally, this cost includes recruiting, relocation, training, professional services and police dog services.

## Exhibit 8.4 HR Costs for NBPPS

### Proposed Model

CAD '000s

HR	Future State Operating Costs
<b>Members</b>	
Base Salary - Members	68,760
Benefits - Members	10,610
Overtime - Members	6,160
Payment in Lieu of Leave	260
Health Services	2,740
Special Leave	10,360
<b>Sub-total - Members</b>	<b>\$98,890</b>
<b>Peace Officers</b>	
Base Salary	29,560
Benefits	4,330
Overtime	2,650
Payment in Lieu of Leave	90
Health Services	910
Special Leave	3,450
<b>Sub-total - Peace Officers</b>	<b>\$40,990</b>
<b>Public Service Employees</b>	
Base Salary	\$10,450
Overtime	\$270
Other Salary	\$110
<b>Sub-total - PSE</b>	<b>\$10,830</b>
<b>Civilian Members</b>	
Base Salary	\$6,290
Benefits	\$1,190
Overtime	\$1,020
Payment in Lieu of Leave	40
Health Services	460
Special Leave	1,720
<b>Sub-total - CM</b>	<b>\$10,720</b>
<b>PCRU</b>	
Base Salary	\$1,350
Benefits	\$200
Overtime	\$120
Other Salary	\$200
Payment in Lieu of Leave	10
Health Services	50
Special Leave	180
<b>Sub-total - PCRU</b>	<b>\$2,110</b>
<b>Private Service</b>	
Base Salary	\$2,450
<b>Sub-total - PS</b>	<b>\$2,450</b>
<b>Auxiliary</b>	
Base Salary	\$0
<b>Sub-total - Aux</b>	<b>\$0</b>
<b>HR Services</b>	
Recruiting	\$730
Relocations	\$540
Training (CTP)	\$1,690
Training (Local)	\$400
Police Dog Services	\$30
Professional Services	\$900
<b>Sub-total - HR Services</b>	<b>\$4,290</b>
<b>Total Costs</b>	<b>\$170,280</b>

### 8.c.2 Equipment



Equipment costs account for ~16% of the total cost of policing for NBPPS and have been estimated at ~\$9m. This includes the costs for criminal operations (CROPS), fleet, informatics, radios, and supplies.

The model assumes that similar equipment as the RCMP will be available for NBPPS members and the quantity has been adjusted for the proposed headcount. It has also been assumed there will be no financial impact to equipment costs when purchased under the NBPPS model and that NBPPS will continue to use [Biology Casework Analysis Agreements \(BCAA\)](#) for lab services under similar terms to the contract currently in place.

To estimate the cost for informatics and communication equipment, per capita equipment costs were calculated using the current state PPSA costs and applied to the future state model.

### Exhibit 8.5 Equipment Costs for NBPPS

#### *Proposed Model*

CAD '000s

<b>Equipment</b>	<b>Future State Operating Costs</b>
<b>O&amp;M</b>	
<b>CROPS</b>	
Repairs - CROPS	\$40
Photos - CROPS	\$40
Clothing - CROPS	\$270
Sundry - CROPS	\$510
<b>Sub-total - CROPS</b>	<b>\$860</b>
<b>Fleet</b>	
Rentals - Fleet	\$180
Fuel - Fleet	\$1,210
Supplies & Parts - Fleet	\$610
Repairs - Fleet	\$700
<b>Sub-total - Fleet</b>	<b>\$2,700</b>
<b>Informatics</b>	
Rentals - Informatics	\$110
Professional Services - Informatic	\$40
Repairs - Informatics	\$40
Informatics - Telecom	\$10
PROS	\$410
<b>Sub-total - Informatics</b>	<b>\$610</b>
<b>Radios</b>	
Repairs - Radios	\$30
Professional Services - Radios	\$1,650
<b>Sub-total - Radios</b>	<b>\$1,680</b>
<b>Supplies</b>	
Rentals - Furniture & Fixtures	\$10
Repairs - Furniture & Fixtures	\$10
<b>Sub-total - Supplies</b>	<b>\$20</b>
<b>Capital</b>	
Purchases - CROPS	\$600
Purchases - Fleet	\$1,160
Disposals - Fleet	-\$240
Purchases - Informatics	\$410
Purchases - Radios	\$170
Purchases - Furniture & Fixtures	\$180
Purchases - Other	\$50
<b>Sub-total - Capital</b>	<b>\$2,330</b>
<b>Other</b>	
BCAA Costs	\$390
<b>Sub-total - Other</b>	<b>\$390</b>
<b>Total Costs</b>	<b>\$8,590</b>

### 8.c.3 Real Estate

Real estate costs account for ~5% of the total cost of policing for NBPPS and are estimated at ~\$10m. These costs include leases, repairs,

professional services, utilities, Payment in Lieu of Taxes (PILT), and costs associated with the Accommodation Program. This model assumes no change to the number of detachments, therefore, ongoing costs, such as leases, utilities, and operations / maintenance will be similar to current costs. It is assumed that the future provincial police will acquire and continue to use existing RCMP facilities under the Accommodation Program.

### Exhibit 8.6 Real Estate Costs for NBPPS

*Proposed Model*  
CAD '000s

Real Estate	Future State Operating Costs
<b>O&amp;M</b>	
Leases	\$1,530
<b>Sub-total - Leases</b>	<b>\$1,530</b>
<b>Other O&amp;M</b>	
Repairs	\$350
Professional Services	\$2,570
Utilities	\$650
PILT	\$1,100
<b>Sub-total - Other O&amp;M</b>	<b>\$4,670</b>
<b>Capital</b>	
Accommodation Program	\$4,030
<b>Sub-total - Capital</b>	<b>\$4,030</b>
<b>Total Costs</b>	<b>\$10,230</b>

### 8.c.4 Administration and Other Costs

Administration and other costs account for ~10% of the total cost of policing for the NBPPS and has been estimated at ~\$21m. These costs include division administration costs (for back office functions, such as finance, legal, and general administration), professional services, travel, and other miscellaneous costs. The RCMP provides these services through a shared services model and the future state model assumes these services can be provided by existing Government of New Brunswick shared service teams. The per capita cost of providing these services by the Government of New Brunswick was assumed to be similar to the RCMP costs with a 10% reduction applied to account for efficiency gains from the future state model.

This category also includes non-salary related costs of policing the Codiac region as the required level of granularity was not provided to allow the costs to be allocated to other categories.

### Exhibit 8.5 Administration and Other Costs for NBPPS

*Proposed Model*  
CAD '000s

Administration & Other	Future State Operating Costs
<b>Administration</b>	
Stationery	\$220
Division Administration	\$10,730
<b>Sub-total - Administration</b>	<b>\$10,950</b>
<b>Other</b>	
Custody Transfer	\$810
Covert Operations	\$310
Legal	\$90
Professional Services	\$1,160
Media	\$10
Travel	\$710
Miscellaneous	\$800
Other Adjustments	\$120
Codiac Region Costs	\$5,550
Guard	\$20
PT Secretariat	\$10
BNPP	\$240
<b>Sub-total - Other</b>	<b>\$9,830</b>
<b>Total Costs</b>	<b>\$20,780</b>

# 9. Conclusion

This independent report, which features a series of proposed recommendations for a potential future provincial police service, was prepared for the consideration of the Government of New Brunswick. From the outset, the intent of this report has been to present a future concept of operations model, alongside a high-level financial costing model, featuring opportunities for the government to reimagine how policing services could be delivered across the province. Fundamentally, our approach was *not* to weigh in on whether or not the province of New Brunswick should proceed with a provincial police service, but rather to articulate what a provincial police service could look like should the province decide to move forward.

At the core of the new and innovative practices showcased throughout this report is a community-oriented mindset that puts New Brunswickers at the heart of what services are delivered, how, and by whom, and a deep commitment to rethinking public safety and broader human services as a network, or ecosystem, wherein the provincial police service is but one player among others.

Moving forward, the Government of New Brunswick should seek to validate the insights presented in this report by consulting widely with impacted stakeholders and communities, including Indigenous communities, right across the province. Ultimately, the province's decision to evaluate the opportunity to build a provincial police service that is 'fit for New Brunswick' must be shaped by meaningful dialogue with the diverse communities it is intended to serve.

This is the second report of three that, together, comprise the outputs of our RCMP Transition Feasibility Study for the province of New Brunswick. The third and final report presents a high-level transition roadmap that proposes next steps for the province, should it decide to operationalize the model recommended in this report and undertake a transition to a provincial police service in New Brunswick.

# 10. Supplements

## Supplement 1: Alberta Law Enforcement Response Teams (ALERT):

ALERT is a non-profit independent agency that combats organized and serious crime such as drug trafficking, gang violence and child exploitation. ALERT was established in 2006 and operates at an arm’s length from the Government of Alberta.

ALERT is an integrated policing unit formed through an MoU between the RCMP, the 7 standalone / independent municipal police agencies, 3 standalone / independent First Nations police services and the Alberta Sheriffs whereby all parties second staff to the ALERT team. The most recent MoU was executed on April 1, 2020 and is in place for 5 years.

ALERT Unit Structure



ALERT’s 4 public safety priorities are<sup>12</sup>:

- Promote Intelligence-Led Policing
- Disrupt and Dismantle Organized Crime
- Reduce Harm and Help Vulnerable Victims
- Enhance Law Enforcement Capacity

In FY 19-20, the ALERT team consisted of 241 RCMP members and 55 Officers from the partner agencies<sup>13</sup>. ALERT is governed by a board of directors and an appointed Chief Executive Officer.

<sup>12</sup>ALERT Business plan 2020-23 - Provided by JSG

<sup>13</sup>ALERT Annual report 2019-20 - Provided by JSG

In FY 19-20, the total cost for ALERT was ~\$42.2m. The federal government funds 30% of most of ALERT's costs and a combination of provincial arrangements, grants and commitments funds the remaining 70%. The federal and provincial funding does not include the ALERT corporate administrative services costs which are borne solely by ALERT. The annual provincial grant that Alberta provides to ALERT remains fixed irrespective of ALERT's actual expenses and any unused amount of the funding is retained by ALERT. For a detailed list of provincial funding arrangements, please refer to *Supplement A4*. Further financial information relating to ALERT is provided in Section 4.

*FY 19-20 Cost Sharing Split, ALERT*

FY 19-20	Cost Sharing %	Total Cost (CAD, m)
Provincial funding, grants and other commitments	70%	\$23.8m
Federal government subsidy	30%	\$10.1m
ALERT Corporate Administrative Costs (ALERT Funded)	N/A	\$8.3m
<b>Total Cost</b>	<b>100%</b>	<b>\$42.2m</b>

ALERT is a private non-profit organization that was established by the Alberta provincial government to combat organized and serious crimes (drugs, gangs, guns).

Total ALERT costs in FY 19-20 were \$42.2m. Costs for ALERT are broken down into 2 categories:

- Category A: \$33.9m of costs charged by Alberta to recover payments made to the RCMP.
- Category B: \$8.3m of Internal Corporate Services costs paid by ALERT for its internal administration.

As the RCMP will not enter into a contract with private entities for policing, Alberta acts as the contracting party and pays ALERT's cost to the RCMP on its behalf. These costs are then recovered by Alberta from ALERT.

### Funding for ALERT

Alberta provides ALERT with a minimum annual grant amount, subject to budget approval, as outlined in a funding agreement between Alberta and ALERT. The current 2-year funding agreement is in place from April 1, 2019 to March 31, 2021. The province pays the grant to ALERT on a quarterly basis. ALERT provides the province with quarterly reporting for review and approval as well as an annual business plan.

While ALERT receives most of its funding from a provincial grant provided by Alberta, it also receives funding from the following:

- Federal Funding - 30% of Category A ALERT costs are funded by the federal government.
- Guns & Gangs grant - federal funding, administered by Alberta, aimed at intelligence gathering, and preventing and combating gun and gang violence issues.
- Interest income - interest earned on ALERT fund balances.
- Guaranteed Investment Certificates - interest earned from fixed income investments.

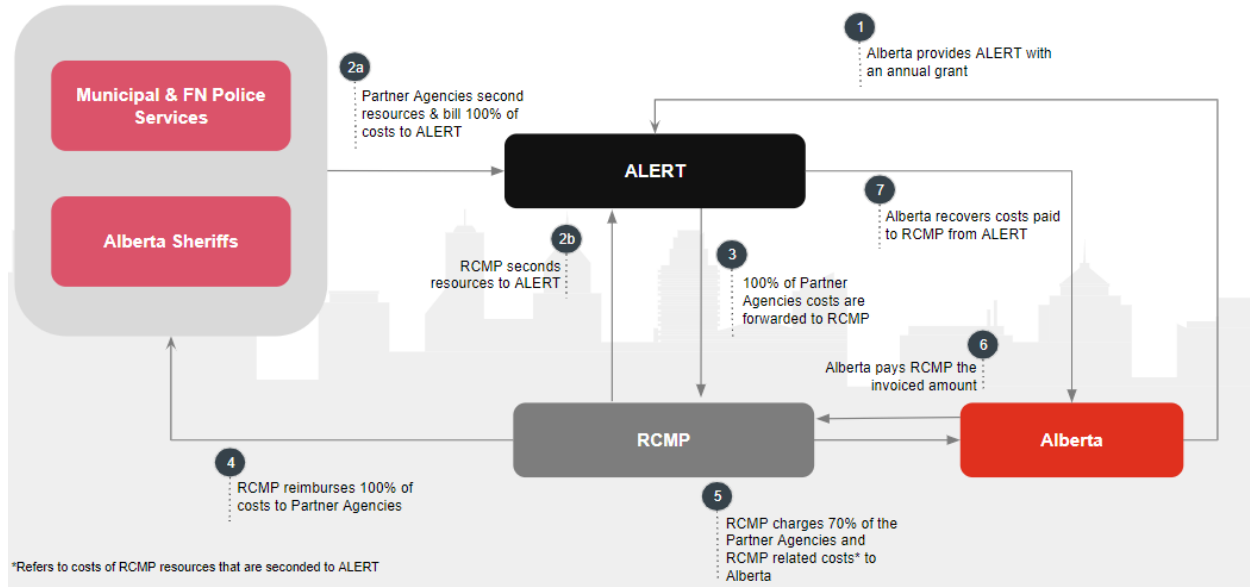
### Workflow of Resourcing and Funds

Below is an overview of how funds and resources flow between ALERT, the various Partner Agencies, the RCMP and Alberta:

1. Alberta provides ALERT with an annual grant. The current 2-year funding agreement is in place from April 1, 2019 to March 31, 2021. The province pays the grant to ALERT on a quarterly basis.
2. Resources are seconded from the Partner Agencies (municipal, First Nations police services, Sheriffs and RCMP). Partner Agencies with the exception of the RCMP bill 100% of these costs to ALERT.
3. 100% of Partner Agency costs are forwarded by ALERT to the RCMP for reimbursement.
4. RCMP reimburses 100% of these costs to Partner Agencies.
5. 70% of Partner Agency costs (including RCMP costs) are charged to Alberta.
6. Alberta pays the RCMP the invoiced amount.
7. The invoiced amount paid to the RCMP is recovered by Alberta from ALERT.

ALERT repays Alberta through the provincial grant and other aforementioned sources of funding that it receives.

ALERT Resources & Funding Flow

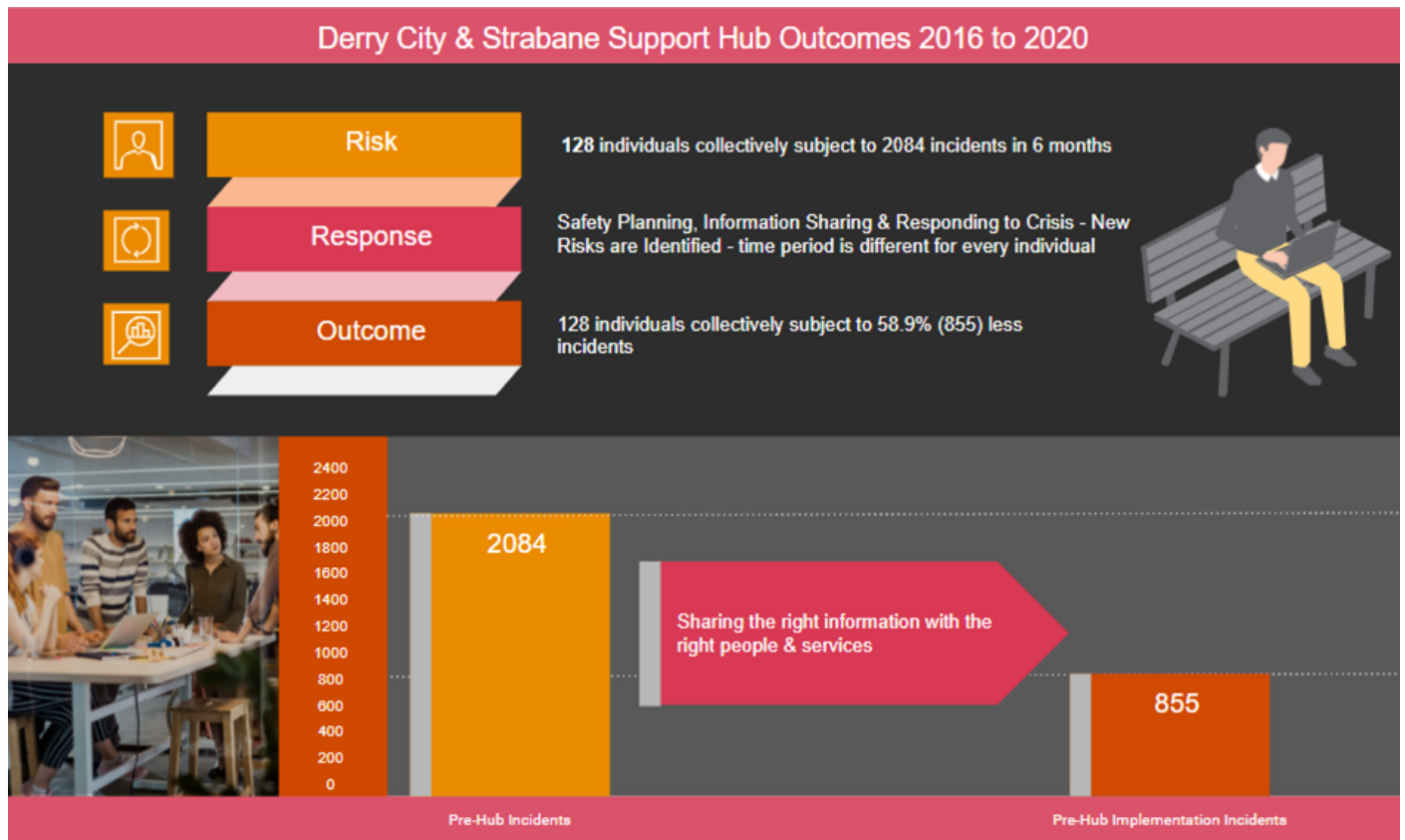


Category B ALERT costs are paid directly by ALERT and are not federally subsidized. These costs may be funded from the annual fixed provincial grant or from other grants.

## Supplement 2: Case Study: Co-Located Services in Northern Ireland

In 2019, the Northern Ireland Audit Office noted that “Support hubs are a good example of how a collaborative approach can produce successful outcomes which cannot necessarily be achieved through one public service body”. PSNI and the Multi-Agency Support Hubs used in Northern Ireland are focused on finding opportunities to explore a multi-agency, trauma informed approach with vulnerability reduction and community harm reduction and achieving better outcomes for vulnerable members of our community. One example of the impact of these co-located services and support hubs is Derry City & Strabane:

### Outcomes Achieved in Derry City & Strabane Support Hubs:



### Supplement 3: Projected FY 2021-22 Policing Costs

The current state model was limited to RCMP policing costs in FY 2020-21 and, therefore, did not factor in:

- The anticipated April 1, 2022 RCMP regular member salary increases resulting from the collective agreement
- Inspection and Enforcement New Brunswick (IENB) FTE and salaries
- Provincial Crime Reduction Unit (PCRU) FTE and salaries

A high level FY 2021-22 cost estimate was created, incorporating the costs listed above, to provide a baseline for comparison to the future state model. Current state costs for FY 2021-22 are projected to be ~\$224m. One time back payment of RCMP salaries of approximately \$16m, retroactive to 2017, were not included in the bridge.

Cost (CAD '000s)	Current State (FY 2020-21)	+	Bridge to FY 2021-22	=	Current State (FY 2021-22)
Regular Members	79,449		37,761		117,210
Public Service Employees	10,830		0		10,830
Peace Officers (IENB)	0		18,018		18,018
PCRU	0		2,109		2,109
HR Services	5,107		0		5,107
HR MPSA	10,417		0		10,417
<b>Total HR Costs</b>	<b>105,802</b>		<b>75,907</b>		<b>163,691</b>
<b>Total Equipment Costs</b>	<b>9,451</b>		<b>0</b>		<b>9,451</b>
<b>Total Real Estate Costs</b>	<b>10,231</b>		<b>0</b>		<b>10,231</b>
<b>Total Admin Costs</b>	<b>9,330</b>		<b>0</b>		<b>9,330</b>
<b>Total Other Costs</b>	<b>31,371</b>		<b>0</b>		<b>31,371</b>
<b>Total Cost</b>	<b>166,185</b>		<b>75,907</b>		<b>224,074</b>

\*Note: the RCMP regular member salary increase of \$37.8m in FY 2021-22 reflects the theoretical maximum salary increase resulting from the collective agreement. As rank and tenure of J Division regular members was not provided, it was assumed that each member was currently in the top salary range for their rank.

## 11. Glossary

Term	Definition
ALERT	Alberta Law Enforcement Response Teams is composed of more than 300 municipal police and RCMP officers working together in teams to investigate and combat organized and serious crime.
Atlantic Police Academy	Holland College on Prince Edward Island provides the training public safety officers need to enter the field as well as in-service training for career advancement. .
BCAA	Biology Casework Analysis Agreements
Capability	A particular ability or capacity that an organization may possess to deliver a specific service or to achieve a specific outcome. It is the combination of resources that give the organization the ability to undertake and deliver a particular service to the people it serves.
CBSA	Canada Border Services Agency
CSIS	Canadian Security Intelligence Service



IENB	Inspection and Enforcement New Brunswick
J Division	RCMP New Brunswick
LECG	Law Enforcement Coordination Group
NB	New Brunswick
NBACP	New Brunswick Association of Chiefs of Police
NBPPS	New Brunswick Provincial Police Service
New Brunswick Trunked Mobile Radio (NBTMR)	Radio system that uses a control channel to automatically assign frequency channels to groups of user radios, also known as a P25 radio system
OGDs	Other Government Departments
OPP	Ontario Provincial Police
PACT	The Edmonton City Police have developed the Police and Crisis Response Team
Provincial Police Commission	Provincial Police Commission which act as the strategic leadership for the Provincial Police Service
Public Safety Answering Points (PSAPs)	Call center for emergency calls that also provides advice and direction to municipalities and other partners on emergency communications issues
Regional Service Commissions (RSCs)	Local entities governed by communities that act as service delivery agents to ensure communities receive the services they need
Regional Police Commissions	Regional Police Commission which act as the strategic leadership for the Regional Police Service
RMS	Records Management System
RSCs	Regional Service Commissions
RTOC	Real Time Operations Centre
SIRT	Serious Incident Response Team

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