

I. Introduction

The Codiac Regional Policing Authority (CRPA) is a civilian governance body established through an agreement between the City of Moncton, the City of Dieppe and the Town of Riverview (the Municipal Agreement), as permitted under the New Brunswick *Police Act*. The Authority is responsible for:

- Understanding the varied policing needs of the local community
- Setting the direction, priorities and goals of the Codiac Regional Police Service (CRPS)
- Approving and recommending a budget for the CRPS
- Establishing overarching policies to guide policing in the region
- Monitoring the performance of the CRPS in relation to the priorities, goals and policies established by the CRPA
- Demonstrating accountability to the public, the Province and other stakeholders through periodic reports, meetings, receiving presentations from key stakeholders and operating in a transparent manner.

The CRPA has launched a consultative strategic planning process to understand the policing needs of our community and to set priorities and goals for policing in the region over the next 3-5 years. The strategic plan will provide a framework for measuring the performance of the CRPS and for enabling the CRPA to be accountable to its stakeholders for making progress against the goals and priorities set out in the plan.

The purpose of this document is to provide relevant background and context to inform your input into the planning process. In it, we highlight key facts about the current contexts in which we operate. We also identify trends in policing that should be on our radar as we think about the future of policing in this region. This document is intended to be informative and thought-provoking. We invite you to read it carefully and to provide us with your input on the following questions:

1. What are your current thoughts on policing in the Codiac Region?
2. What improvements would you like to see?
3. What trends are you seeing in our region and what are their implications for policing?
4. What are the opportunities, challenges and risks for policing in the Codiac Region?
5. What are the critical priorities for policing over the next five years?
6. What does success look like for community-based policing in our region?
7. We currently measure performance against 24 key performance indicators relating to community, traffic, crime, vulnerable populations and financial (<https://crpa-aprc.ca/crpa/codiac-rcmp/quarterly-reports/>). Are we measuring the right things, or do you have other suggestions?
8. Is there anything else you would like to add in relation to the development of a strategic plan for the CRPA?

There are three ways to engage with the strategic planning process:

1. Send us your thoughts and suggestions via email at engagement@crpa-aprc.ca.
2. Visit <https://crpa-aprc.ca/strategic-plan/> and complete the online survey.
3. Attend a facilitated focus group for key stakeholder groups by invitation during the month of March.

Your input is critically important. The CRPA will rely on it to set priorities for the future of policing in our region. Thank you for taking the time to engage with our process.

II. Background

Law enforcement and the administration of justice are provincial responsibilities in Canada. The New Brunswick *Police Act* governs policing at the provincial and municipal levels. It provides that all municipalities must provide adequate policing services. Adequacy is not defined in the *Act* and a 2019 review of the New Brunswick Police Commission recommended that any future review of the *Police Act* should include an evaluation of Section 20 and provide clarity regarding the definition of adequacy. While this recommendation was accepted by the government of the day, amendments to the *Act* in 2021 did not define adequacy. The *Act* also defines a number of different civilian governance models, including regional policing authorities. It also establishes the civilian oversight body known as the New Brunswick Policy Commission.

The Codiac Regional Policing Authority (CRPA) was established through an agreement between the City of Moncton, the City of Dieppe and the Town of Riverview (the Municipal Agreement). Once created, the CRPA then entered into a contract with the Government of Canada to have the RCMP provide contracted police service in the Codiac Region. That agreement is the Regional Police Services Agreement (RPSA) and it mirrors a similar agreement between the Province of New Brunswick and Canada to use the RCMP as the provincial police force.

The RPSA provides that “the internal management of the Codiac Regional Police Service (CRPS), including its administration and the determination and application of professional police standards and procedures, will remain under the control of Canada.” And further that: “The professional standards and procedures determined in respect of the Provincial Police Service in accordance with the Provincial Police Services Agreement will also apply to the Codiac Regional Police Service” unless the RCMP Commissioner is of the opinion that to do so would be contrary to a requirement imposed by law or would negatively impact the RCMP’s ability to deliver effective or efficient police services.

While the CRPA establishes priorities, policies and budgets for the CRPS, the CRPA cannot tell the RCMP when and how to open or conduct law enforcement functions such as investigations, arrests and prosecutions.

The CRPA does not currently employ anyone directly. It contracts with the Government of Canada to have the RCMP provide adequate police services for the region. The RCMP is the employer of all the Members and additional resources provided by Canada. The CRPA also pays for, as part of its annual budget, approximately 80 City of Moncton employees who are Support Staff involved in supporting non-enforcement activities within the CRPS (e.g. court services, 911, etc.). They are managed by the Director – Strategic Planning and Police Support Services (SPPSS), a City of Moncton employee, who reports to the Officer in Charge of the CRPS.

In addition, the CRPA annually pays the City of Moncton an administrative fee equal to 3% of the CRPA budget for access to general administrative support services such as legal, purchasing, finance, human resources support for issues with City of Moncton employees, etc.

There are ongoing efforts to reduce policing costs by ‘civilianizing’ roles previously filled by higher cost RCMP personnel or outsourcing particular functions. This ongoing effort is contemplated by the Regional Police Services Agreement and by recent amendments to the *Police Act* (as it relates to court officers).

The physical premises used by the CRPS, including its jails and lock-ups, are owned by the City of Moncton and leased to the CRPA pursuant to an indefinite term lease. A rolling capital budget allocation for CRPA funds any necessary improvements to the facilities. The CRPA also has a lease for premises in Dieppe that ends in May 2022.

There is a new detachment building in progress. It will be a City of Moncton building that will be leased to the CRPA. An architect and project manager have been hired and a process is underway to advance construction of the new detachment by the end of 2022.

III. CRPA's Mission, Vision and Values

The CRPA's Mission is to work collaboratively with the diverse communities of the region, with our funding partners, with the Province of New Brunswick and with staff of our Regional Police Service to promote the safety and protection of lives and property.

Our Vision is to provide effective governance that facilitates innovative and responsive policing to create a safe community through the forging of strategic partnerships between the police and the community.

In carrying out our work, the CRPA strives to be:

- Mindful of its civic trusteeship obligation to the public and its accountability for the governance of the police force
- Independent of police management and operations, and of political affiliations, influence and interest groups
- Open, transparent and accessible to the public and the police force, subject to needs of confidentiality and security
- Responsive to the community.

IV. CRPA Policing Philosophy

In 1997, consistent with a broader movement in this direction nationally and internationally, the Solicitor-General of New Brunswick established community policing as 'the cornerstone' of the New Brunswick Policing Standards with the publication of *Community-Based Policing in New Brunswick: A Framework Document* (1997) and two follow-up handbooks. Traditional policing was focused on crime control whereas community policing includes a mix of order maintenance and community service. The provincial community policing policy remains unchanged.

In keeping with the provincial policing philosophy, the CRPA has endorsed a *contemporary community policing approach* and has adopted the following definition:

"Community policing is an interactive partnership between the public and the police to mutually identify, prioritize, prevent and solve local crime and disorder problems thereby improving the quality of life. In New Brunswick, it is understood that all policing activities are aligned with the principles of community policing. Community policing is a way of doing business, a working philosophy with goals and processes that encompasses a vast array of strategies, programs and tactics. The Codiac Regional Police Services and the CRPA have the responsibility to ensure that policies in place reflect the needs of the community."

The CRPA strives to uphold the following principles of community policing:

- Consultation and collaboration with the diverse community and its various stakeholders
- A focus on those who live, work or study in our community
- Continuously striving for excellence in policing
- Ongoing evaluation and improvement
- Outcome-focused
- Participative leadership and governance
- Impartiality, transparency and accountability
- A partnership with the Codiac RCMP Detachment, the partner municipalities, the Province of New Brunswick and the Government of Canada.

V. Policing in New Brunswick

New Brunswick has seven municipal forces and two regional police forces – Kennebecasis Regional Police Force, which covers Rothesay and Quispamsis, and the BNPP Regional Police covering Beresford, Nigadoo, Petit-Rocher and Pointe-Verte in the north.

The RCMP covers another nine municipalities through direct agreements with the federal government. The City of Moncton, Town of Riverview and City of Dieppe fall within this category, through the CRPA. The remaining municipalities in the province and local service districts are policed by the RCMP through the Provincial Police Services Agreement (PPSA) where the provincial government pays the federal government for the RCMP's regional services and then bills the municipalities directly.

In March 2019, the Department of Public Safety created a task force to look into possible regionalization of the province's police forces. There has been no report to date. In April 2021, the Province of New Brunswick released a White Paper entitled "Working together for vibrant and sustainable communities" on local governance reform (<https://www2.gnb.ca/content/gnb/en/corporate/promo/local-governance-reform/path-forward.html>). It proposes to reduce the number of local governments and service districts from 340 to 90. The White Paper also notes that "the Department of Justice and Public Safety will work with communities and public safety partners on short-term measures to improve service delivery, prioritize regional efforts and reduce crime. In the long term, the entire policing model will be reviewed to ensure its sustainability."

In 2021, two different Bills received royal assent and made several key changes to the New Brunswick *Police Act* including: placing limits on how long police officers can be suspended with pay, allowing civilian employees to be court liaison officers, establishing the long-standing municipal police assistance fund in legislation, and allowing for an agreement to have Nova Scotia's Serious Incident Response Team (SiRT) investigate serious matters involving police officers in New Brunswick.

VI. Policing in the Codiac Region

Prior to 1997, Moncton and Dieppe each had their own police departments and the RCMP provided contract policing services to Riverview. The combined policing costs for these municipalities were \$14,694,000 (perivale+taylor, 2008). The current costs are \$39,484,400.

In 1998, the municipal forces were amalgamated. The CRPA was established in April 2001 by agreement of the three municipalities (the Municipal Agreement) under Section 17.01 of the Police Act (NB), with the consent of the provincial Minister of Justice and Public Safety. The CRPA subsequently entered into a series of contracts (2001, 2004 and 2008) with the Government of Canada for contract policing services for the Codiac Region. The costs of policing are paid by the three municipalities pursuant to a cost-sharing agreement.

In 2010, the City of Moncton initiated a Policing Services Study to explore options for the delivery of efficient and effective police services at the most reasonable cost. The Study, conducted by consulting firm perivale+taylor, recommended retaining the RCMP contract policing model but with enhancements to the municipal/federal cost-sharing arrangements which were subsequently negotiated to the municipalities' satisfaction. Consequently, the CRPA entered into a new agreement (2012-2032) with the Government of Canada for contract policing of the region by the RCMP.

The Codiac Regional RCMP is the largest detachment in New Brunswick and provides policing services to Moncton, Dieppe and Riverview. Services include:

- Major investigations
- Investigations of crimes against persons, drug offences, child pornography, offensive weapons, public mischief, family orders, quarantine orders, firearms and explosives violations, property crimes, provincial offences under cannabis, liquor control or other provincial legislation and traffic/vehicle operation offences
- Crime reduction and prevention
- Road safety
- Community-based initiatives
- Collaboration with mobile crisis outreach networks throughout the province to help those in need of mental health and addiction services and reduce police hours in emergency rooms
- Through Community Policing Units, liaison with schools and coordination with the Department of Social Development
- Protection of the public through educational presentations (e.g. anti-fraud presentations for seniors)

VII. Community Safety and Crime in the Codiac Region

In 2020, Statistics Canada released the Safe Cities profile series: Key indicators by census metropolitan area. The series was commissioned and funded by Public Safety Canada. The greater Moncton area was one of four Atlantic Canadian municipalities included in the series. Please click here <https://www150.statcan.gc.ca/n1/pub/85-002-x/2020001/article/00001/moncton-eng.htm> to access a copy of the Safe Cities profile for the Codiac region.

The Codiac RCMP prepares quarterly reports for the CRPA that (a) present results against Annual Performance Plan objectives and goals on a fiscal year basis (April 1 to March 31) and (b) volume measurements tracking specific policing services and crime occurrences over a calendar year period (January 1 to December 31). The most recent quarterly report is available at <https://crpa-aprc.ca/crpa/codiac-rcmp/quarterly-reports/>.

The CRPA also posts on its website an annual dashboard summarizing police activity on a year over year basis. The most recent one is available at <https://crpa-aprc.ca/nd-wp/wp-content/uploads/2021/04/CRPA-Dashboard-December-2020-EN.pdf>.

VIII. Social Issues in the Codiac Region

As with many other municipalities in Canada, the past few years have seen a dramatic increase in mental health and addiction issues, lack of affordable housing, crime, downtown vagrancy and panhandling in the Greater Moncton Area. In 2021, a Community Task Force on Homelessness and Downtown Security, working collaboratively with the Greater Moncton Homelessness Steering Committee, Rising Tide Community Initiatives and the Codiac Regional RCMP, produced a report outlining 27 actions that should be taken to reduce homelessness and mental health and addiction problems in the greater Moncton area and increase security downtown (https://ccgm.ca/wp-content/uploads/2021/11/2021-11-26_REPORT_JointActionReport_Homelessness_EN.pdf).

For its part, the Codiac Regional RCMP has agreed to:

- Increase the size of its Community Policing Unit and relocate the CPU to a separate Main Street location by the first quarter of 2022, including a downtown walking patrol
- Work with stakeholders to reduce the process time between arrest and sentencing
- Provide additional social workers to the Mobile Health Crisis Unit
- Add its voice to the call for a mental health court and safe storage lockers
- Place all specialized units connected with homelessness under a dedicated inspector.

The City of Moncton will also add more bylaw enforcement officers and work with the RCMP to further integrate community policing, bylaw enforcement and public works.

IX. Trends in Policing

The current global context is a chaotic mix of political, economic, environmental, health, social and technological upheaval that includes wars, genocide, humanitarian crises with mass refugee resettlements, a global pandemic, natural disasters, a mental health crisis, global and regional terrorism, racial tensions and the Black Lives Matter movement, social inequality, gun cultures, a loss of trust in our traditional institutions, ubiquitous use of the internet and social media that is often ‘hate-filled, expletive-laden, incoherent, and ill-informed.’

In Canada, the Expert Panel on *The Future of Canadian Policing Models* (2014) (<https://cca-reports.ca/reports/policing-canada-in-the-21st-century-new-policing-for-new-challenges/>) noted that:

“As with other public institutions established in earlier times, police are being fundamentally challenged by a rapidly changing and increasingly complex society that requires them to continually adapt and change.”

In a research paper commissioned by the Brotherhood of Police Officers Montreal entitled “The Future of Policing”, the authors identify five emerging trends with implications for the profession:

1. Violent radicalization by extremist groups (both international and domestic) propelled by online platforms
2. Cybercrime (including but not limited to ransomware attacks, identity fraud, theft of intellectual property, child pornography, cyberbullying and hate crimes, etc.) which now accounts for almost half of crimes committed in developed countries

3. New procedural constraints arising from the *Canadian Criminal Code* and its related jurisprudence, codes of ethics for police and other internal and disciplinary procedures, as well as evaluation practices/tools that are emphasizing productivity and efficiency
4. The explosion of social media and the resulting dramatic increase in police
5. The automation of surveillance and information-gathering police practices through the use of algorithms

In 2019, StatsCan published a *Juristat* Article, '*Public Perceptions of the Police in Canada's Provinces*' (<https://www150.statcan.gc.ca/n1/pub/85-002-x/2020001/article/00014-eng.htm>). Highlights were as follows:

- "In 2019, more than four in ten (41%) Canadians living in the provinces said they had a great deal of confidence in the police, while about half (49%) said they had some confidence
- People living in census metropolitan areas (40%) were less likely than those in census agglomerations (44%) or in rural areas (45%) to report having a great deal of confidence in the police.
- Canadians who said they had a physical (38%), or mental or cognitive (33%) disability were less likely than people without a disability (43%) to report having a great deal of confidence in the police.
- Three in ten (30%) First Nations people, Metis and Inuit said they had a great deal of confidence in the police, compared with 42% of non-Indigenous people.
- Canadians belonging to populations groups designated as visible minorities were significantly less likely to report having a great deal of confidence in the police (35%), compared with 44% of non-visible minorities.
- Seniors (53%) were more likely to report having a great deal of confidence in the police compared with young Canadians aged 15 to 24 (36%).
- Less than half of Canadians thought their local police were doing a good job of being approachable and easy to talk to (49%), enforcing the laws (46%), ensuring the safety of citizens (44%), treating people fairly (42%), promptly responding to calls (40%) and supplying information to the public on ways to prevent crime (37%). Less than one in five (18%) Canadians felt that the local police were doing a good job on all six of these measures."

In a 2018 *Juristat* article on *Police Resources in Canada* (<https://www150.statcan.gc.ca/n1/pub/85-002-x/2019001/article/00015-eng.htm>), Stats Can observed that policing costs in Canada rose by 2% in 2017/18 while the number of police officers actually decreased by 2% over the same period. Salaries, wages and benefits accounted for 82% of operating expenditures. Other major expenditures included radios, software applications and computer systems, other telecommunication devices, and computers and hardware. The article noted the following demographic changes in police resources in Canada:

- The representation of women as police officers has been increasing steadily since 1986 when data on gender were first collected and women represented 4% of officers. In May 2018, women accounted for 22% of all police officers.
- On May 15, 2018, 4% of police officers and 3% of recruits identified as Indigenous; 8% of officers and 12% of recruits self-identified as belonging to a visible minority group.
- Officers over the age of 50 accounted for 18% of officers in 2018 compared to 15% in 2012.
- In 2017/18, 11% of officers were eligible to retire, with unrestricted pension based on age or years of service.
- The number of civilian personnel employed by police services has been steadily increasing since 1962; the number increased by 7% from 2017 to 2018.

Finally, the Expert Panel on *The Future of Canadian Policing Models* (2014) identified the following external and internal challenges facing Canada's police:

External challenges

- The emergence of a 'web policing context' involving multiple safety and security actors raising issues of interoperability, equity, police support and interpersonal dynamics
- Changing nature of crime, often in ways not apparent via official crime statistics
- Increasing complexity of crime - 'a-spatial' and potentially more harmful (e.g. cybercrime, terrorism, identity fraud, etc.)
- Growing disconnect between new types of crimes and jurisdiction-based police responses
- Police increasingly responding to social problems for which they have limited training and resources
- The challenges associated with policing of people with mental illness or in crisis
- Human security and safety risks posed by environmental change will create more demands on police for emergency response efforts

Internal challenges

- Large cohorts of officers poised for retirement
- Underrepresentation of women and minorities
- Changing expectations of new recruits
- Lack of skills necessary to make the best use of technologies and address emerging types of crime
- Rising police costs due to legislative changes, new technologies and increased salaries and benefits – may be rising without yielding visible improvements in the level or quality of service offered to the public
- Declining public confidence in Canadian police
- Accountability mechanisms that oversee the police don't exist for private security or collaborative operations that shape the 'safety and security web' in which police are but one actor, among many

The Expert Panel identified the following opportunities for improving policing in Canada:

- The development of effective mechanisms for ensuring police accountability for wrongdoing
- The development of governance and accountability mechanisms that oversee the range of actors and partnerships involved in society's safety and security web such as public security boards with wider regional jurisdiction and broader civilian oversight of the multiple public and private providers of safety and security
- Enhancing police legitimacy through increased police workforces that are culturally representative of the communities they serve and community outreach initiatives
- The development of a consensus among police organizations in Canada on approaches and metrics for performance measurement
- The implementation of progressive human resources management practices to manage staff as a crucial asset (versus the historic command and control model)
- Encouraging the differentiation and specialization of roles within police organizations
- Fostering 'partnership competency' within police organizations so that they are effective partners (even where not the lead partner) and team players with other players in the societal safety and security web
- Ongoing professionalization of police practice, with standard qualification and training, consistent evidence-based policing, and continuous effort to improve that practice
- The development of a robust, domestic police research capacity supported by effective linkages between police and research institutes

Finally, there is a gradual trend towards evidence-based policing (EBP), ‘an approach in which police officers and staff working with academics and other partners to create, review, and use the best available evidence to inform and challenge policing policies, practices and decisions.’ (Huey et al, *Implementing Evidence Based Research: A How-To Guide for Police Organizations* (2021)). When used in combination with a community policing philosophy, EBP provides a stronger empirical framework for (1) enhancing understanding of community problems, (2) developing solutions, (3) evaluating interventions, and (4) tracking processes over time. The development of an evidence-based learning culture and a willingness to transparently share the evidence are two critical factors in sustaining the use of EBP in practice.

X. Current Issues in Police Governance in Canada

A recent scan of publications available through the Canadian Association of Police Governance (CAPG), an association to which the CRPA belongs, suggests that the following issues are topical in the field of police governance:

- Defunding or detasking police in favour of civilian-led mental health crisis response
- *Police Act* reforms in various jurisdictions
- Governance and cultural change in the RCMP
- Racial disparities in police use of force, arrests and charges
- Developing an inter-agency approach to large-scale, disruptive protests
- Police discipline and accountability
- Measuring police performance and the quality and adequacy of community policing
- Gender-based violence
- Cybercrime and cyberbullying
- Community perception of police services
- The economics of policing
- Policing capacity and resources in Canada

For the past two years, the CRPA has been focused on improving the strength of its governance through a comprehensive updating of its governance policies and succession planning for Authority volunteer leadership roles. The Quality of Policing Committee has also been focused on the quality and adequacy of community policing in our region.

XI. Invitation

We've given you a lot of information about factors that we should consider as we move into our strategic planning process. We invite you to think about this information and to provide us with your feedback on the following questions:

1. What are your current thoughts on policing in the Codiac Region?
2. What improvements would you like to see?
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