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Executive Summary

The Legal Context for Policing in Canada

Policing in Canada is governed by two separate levels of government – the federal and the provincial. Each level of government is granted authority over policing by the *Constitution Act* of 1867. Section 91(27) of the Act confers authority on the federal Parliament to legislate in relation to criminal law (English common law) and procedure. The power to legislate in respect to "peace, order and good government", bestowed at s. 91 also grants additional federal power that influences our policing structure. The federal government used this authority to enact legislation and create the country's national police services – the Royal Canadian Mounted Police (RCMP).

Most policing responsibility is under provincial jurisdiction. Provincial legislatures are empowered by virtue of s. 92(14) of the *Constitution Act* to make laws in relation to the "administration of justice". The Supreme Court of Canada ruled that the "administering of justice" provides jurisdiction over civil and criminal justice and that policing is a part of the criminal justice responsibility. The various provincial governments have passed legislation defining the way in which they can provide policing in their province. In general, provinces provide policing in one or more of following ways:

- Provinces can create a provincial police force through legislation. At one time or another all provinces have had a provincial police service, however, only Ontario, Quebec and Newfoundland retain provincial police services at the present time.

- Provinces can impose a requirement on municipalities to provide adequate and effective police services within the municipality, and grant them the corresponding authority to establish municipal police services. Newfoundland is the only province that has not provided the authority to create municipal police services.

- Provinces can negotiate an agreement with the government of Canada for the RCMP to provide police services under contract. There are two such types of contracts. The first being when a province contracts with the RCMP to provide provincial policing services and the second being when the individual municipalities contract with the RCMP to provide municipal policing services.

Although municipal policing accounts for most of the police officers in the country, the federal government plays a larger role than might be expected. Regulatory statutes dealing with revenue, alcohol, immigration and customs and excise to name but a few, are federal responsibilities. The federal government has deployed a police presence to deal with some of these responsibilities that pre-dates the RCMP.

In most jurisdictions in Canada, responsibility for policing usually falls under the Solicitor General or the Attorney General (or Minister of Justice). There are a few exceptions however. In Quebec, the Director of Public Security is responsible for policing and in Ontario, responsibility is shared by the Attorney General and the Solicitor General. Provinces also generally provide, in their legislation, for the governance of municipal forces by a local authority, such as a municipal board of commissioners of police and municipal councils and also, in certain cases, by a provincial police commission.[1]

Policing in Canada – a Focus on the Future of Human Resources

To serve and protect. It's a governing principle for police work everywhere in Canada, whether patrolling the waterfront of St. John's or walking the beat on the streets of Vancouver. The principle itself has never wavered. How police can continue to achieve these results – that is becoming more and more complex. It costs more to police effectively. It takes increased time and requires new skills. Frequently, it demands a new approach, a new attitude and different preparation. How police in Canada can better serve and protect has been the focus of this study.

Citizens have demanding expectations – they often want a return of police on the beat, have strong views on alternative justice/sentencing approaches, and are requesting that police services across the country re-examine how they deal with ethnic minorities, young offenders, and domestic violence offenders. These pressures, and others, are causing police services to fundamentally re-assess the way they operate. This has a particular impact on how they manage human resource policies, procedures and practices. Staffing decisions, leadership approaches and management frameworks in the policing community require new attention and consideration if police organizations intend to remain relevant and effective over the next decade and more.

Recognizing that the skills, quality and management of its human resources are vital to its continued success, representatives of the Canadian public policing sector undertook a major study to identify the sector's human resources challenges and priorities, and to craft strategies to address them. This study was directed by a Steering Committee comprised of members from across the policing sector in Canada. Members represented a variety of organizations such as training institutions, police services, municipalities, police boards, police associations, unions and government departments. The study, prepared by PricewaterhouseCoopers, was funded through a cost shared contribution agreement between the police sector and Human Resources Development Canada (HRDC). Over 700 individuals from across Canadian police services were consulted in order to identify the key human resource challenges faced by police services across the country. These challenges formed the basis of discussions with the Steering Committee in order to develop recommendations for action by the sector to address the human resource issues.

New Demands are Being Made of Police

The changing face of the Canadian population, emerging and changing forms of crime as well as economic pressures have had a significant impact on the public policing sector in Canada. Some key pressures faced by police services across the country are:

Changes within the legal environment: Changes in the administration of the justice system as well as other legislative changes, new case law and jurisprudence have implications for both the development of new skills and knowledge and enhancing existing skills and knowledge for police services. For example, alternative justice / sentencing measures will require a number of new skills (e.g., mediation and negotiation) and the need for strategies to guide interaction with other professional groups playing greater roles within the justice system.

Increasing fiscal pressures: While not restricted only to police services, economic and fiscal constraint is making the delivery of polices services more challenging. The increase of national enforcement issues has placed additional pressure on the delivery of police services. This is particularly true of, although not limited to, the municipal level where one source of revenue (through property taxes) cannot sustain increased policing costs required to combat local in addition to national and international criminal activities.

Immigration patterns and changing demographics: Because the demographic face of Canada is changing dramatically, police recruitment processes must be revised to attract members from representative cultural communities. Operational policies which may be at odds with these candidates' cultural or religious beliefs must be re-examined. In addition, changing demographics of the Canadian population are resulting in changing public expectations of police services. Community policing has been used as one strategy for responding to public expectations. This approach can be more expensive (e.g., requiring more office locations) and requires a true mindset/culture shift that can only occur with the support of effective staff training and demonstrated senior leadership.

Increased desire to meet the unique client needs of equity groups (e.g., Aboriginal Peoples, People with Disabilities, Visible Minorities and Women): Whether this involves a greater dependence on volunteers, or the adaptation of new policing methods, a more sensitive client management style will have ramifications for police recruitment and training approaches.

Increased geographic reach of Organized Crime: Longer and more complex investigations demand a wider range of skills and collaboration among multiple police forces, including the ability to lead and participate in more varied teams.

Technological advances: Although technology can increase the ability of police forces to be innovative, it also creates a need to recruit skilled IT staff and to train both uniformed and civilian staff to use technology more effectively.

White-collar crime: Criminals are increasingly using cutting-edge computer and telecommunications equipment and software. Policing organizations have found it difficult to keep pace, largely because of budget reductions, a lack of recruitment focus on candidates with these specific skills, and gaps in training availability. Policing organizations often find it hard to retain computer proficient professionals because of more attractive compensation packages available in the marketplace.

The Operating Environment for Policing is Changing

The impact of the ageing police workforce, the need for a representative workforce, new policing skills required to respond to the changing environment and the increased competition for some specialist skills will require police services to rethink and adapt their operations. Finding common operation efficiencies is made more difficult by the jurisdictional framework for public policing in Canada. Although there are similarities in police services across the country, there are distinct differences in how police services are organized and how they operate. Among the emerging issues:

Training facilities: In struggling to meet the needs of the policing communities, some training facilities are dramatically under-utilized, while others cannot handle the demand. Although it is slowly starting to change, traditional teaching techniques remain the norm in the policing environment. There has been only limited use of newer approaches such as computer-based training, distance learning programs and self-directed development.

High levels of recruitment expected: Demographics within police services point to an ageing police force, which means that the decade ahead will require intensive recruitment activities to replace a retiring workforce. In addition, changing skill sets due to technology, new approaches to police service delivery and emerging types of crime are resulting in new skills and knowledge being sought by police forces. In order to meet these high levels of recruitment, police forces must consider changing traditional means of recruiting and reducing economic barriers (i.e., high pre-hiring training costs) in order to attract candidates from non-traditional recruitment pools.

Movement of personnel between police organizations: While this can be viewed as a positive development (e.g., sharing of best practices and a better understanding of others' procedures), for some "feeder" police forces the impact can be dramatic as they invest significant funds in training staff only to lose them to forces offering slightly better compensation packages. This situation is further exacerbated by the recruitment of highly qualified personnel by private sector security and investigative organizations.

Compensation: There are several competing factors that affect the ability of polices services to provide attractive compensation packages. The higher cost of living can be a deterrent in larger urban centres (despite the resulting richer compensation packages), whereas smaller services, often in more remote locations, present their own difficulties in attracting recruits. Traditional compensation models do not always resolve these issues or support the needs of modern police organizations seeking a myriad of new skill sets.

The management of overtime: Budget reductions, unplanned events, leaves and unfilled vacancies all contribute to significant staff overtime. In addition, pressures on overtime budgets can limit the length and scope of investigations. These competing elements can negatively impact staff morale, resulting in increased burnout and greater use of sick leave, thus compounding the problem.

How the Public Policing Sector Intends to Meet these Challenges

This study includes a diagnosis of the human resource challenges facing the Public Policing Sector, both now and in the foreseeable future, and is intended to serve as the basis for generating discussion and development of concrete recommendations for action. The main objective of this study is to provide a vehicle for positive change. The recommendations put forth by the Committee will provide direction for the development of a human resource strategy for the Canadian Public Policing Sector. It should be noted that the recommendations in this report are intended to be useful and relevant to the various police jurisdictions in Canada and to be adapted by them for their use where relevant. They are not, however, intended to be prescriptive or obligatory with respect to any particular jurisdiction.

Highlights of the Recommendations

PRIORITY: Attracting the next generation of talent for policing organizations

Effectiveness of the attraction of talent to the police sector is a critical factor in ensuring the on-going effectiveness of police services. The impact of the ageing police workforce, the need for a representative workforce, new policing skills required to respond to the changing environment and the increased competition for some specialist skills will require police services to rethink and adapt their recruitment activities.

In the past, police services easily attracted large numbers of candidates due to the high profile of the Sector and the appeal of policing as a career choice. In order to screen the large numbers of applications and to ensure that they were selecting candidates who would be suited to a policing career, multiple selection mechanisms had been developed and tested to ensure their validity and reliability. Traditionally, the focus for recruitment in the Policing

Sector was one of selection – selecting qualified individuals from among many applicants. This meant that police services invested large amounts of time and money to sort through applications in order to identify qualified candidates. This focus on selection assumes there will continue to be enough applicants to satisfy demand and that these applicants possess the skills required. It is also based on the assumption that police constables, once hired, can be trained to acquire specialist skills as the source for specialized expertise within the police service.

Given the anticipated retirements over the next five years and the fact that, as with other Sectors, police services will increasingly be competing with the broader labour market, there is a concern that the Police Sector will no longer be able to rely on recruitment methods that assume an adequate applicant pool. Competing in a dynamic labour market to attract specialist skills, visible minorities and women requires employing a proactive approach to recruitment that actively seeks out potential candidates, and requires an open and flexible work culture to attract a diverse range of candidates. The increasing need for specialized skills will also require a more flexible and creative approach to how police services obtain them. The shift in focus will need to include employment of civilian specialists as well as police officers, in a variety of employment arrangements – full time, temporary, part time, or fee for service contracts.

Proactive recruitment focuses on screening potential candidates into the applicant pool through increasing efforts to attract the new skills that are needed. This represents a shift from the current method of screening candidates out of the applicant pool. Continuing to rely on passive attraction activities will leave the sector at risk of not creating the workforce it requires.

The anticipated retirements over the next few years and the resulting increase in the number of new recruits to be hired to fill vacant positions, will also have an impact on the training facilities across the country. Training facilities will have to re-examine their enrolment capacities to ensure that they are able to train the number of new recruits that police services will require in the near future.

As such the Steering Committee recommends that the police sector:

- Develop a sector-wide strategy to attract public police and support personnel.

- Develop new mechanisms to attract candidates to meet requirements for diversity and to retain these candidates once hired.

- Develop new strategies to retain talent in the policing sector.

- Develop new methods of acquiring specialist skills, to include civilians as well as police officers, through a variety of employment arrangements – full time, part time, temporary, or fee for service contracts.

- Remove barriers to entering public policing, including the financing of initial training.

- Develop national standards for physical and other entry requirements.

- Increase recruit mobility through initiatives such as mutual recognition of the equivalency of qualifications from various jurisdictions.

- Develop a national media strategy to highlight the positive aspects of policing to attract qualified recruits.

PRIORITY: Increasing Sector-wide efficiencies

The jurisdictional framework for public policing in Canada means that, although there are similarities in Police Services across the country, there are distinct differences in how police services are organized and how they operate. While recognizing and respecting jurisdictional differences is essential, the Steering Committee has identified that the sector has created barriers along these jurisdictional lines that have resulted in duplication of efforts and created some inefficiencies among the jurisdictions.

For example, requirements for police education have evolved differently in each jurisdiction. Each jurisdiction has developed its own approach to police education, including the creation of separate police academies, and the responsibility for design, development and delivery of police curriculum within each of the jurisdictions. Given

that the criminal code forms a common base for policing, there is significant similarity in core skill and knowledge requirements for police across the country. However, each jurisdiction spends a great deal of time and money on the development and maintenance of police training and education that could otherwise be shared among jurisdictions.

Other public sectors, such as the Health Care Sector, have faced similar challenges in working in a jurisdictional framework. For instance, nursing is governed by a variety of legislation requirements across jurisdictions in Canada, however the various provincial governing bodies have worked together to create a system that helps to maximize efficiencies and reduce duplication of effort through the development of national competency standards.

Police academies and police services have been collaborating on an informal basis. For example, under the auspices of the Canadian Association of Chiefs of Police, a project was coordinated by the Ontario Police College, the Canadian Police College and the Learning and Development Unit of the Royal Canadian Mounted Police (RCMP), which brought together federal, provincial and municipal police representatives. These representatives developed a national framework for the use of force. The work was supported by chiefs of police from across the country. To date, this type of collaboration has been the exception rather than the rule.

The absence of harmonized training and educational standards limit the extent and actual economic benefits of collaboration. While standards themselves will not eliminate duplication, they provide police services and the various jurisdictions with the foundation for sharing resources particularly in, but not limited to, the design, development and even the delivery of education and training.

Increased collaboration across polices services can support more than training and development. In order to better recruit, police services can jointly develop attraction strategies, products and tools among jurisdictions and among police services within a jurisdiction which will help to defray the costs of such new activities. In addition, collabo-

ration across jurisdictions can also support the development of strategies to address new and evolving types of crime, particularly national and international criminal activities.

The Steering Committee has identified a number of recommendations that are aimed at improving the sharing of information, practices and methodologies across jurisdictions and police services. In particular the Steering Committee recommends that the police sector:

- Explore co-operative ventures between publicly funded training and education institutions.

- Develop a Sector toolbox or repository of best practices in human resource management, which could be drawn on by police services across Canada.

- Create a national human resource group under the auspices of the national police service to do future work on the Sector toolbox and other Sector-wide human resource initiatives.

- Develop competency profiles and training standards for all jobs in policing, including specialist and management functions, executives, recruits, auxiliaries and volunteers.

- Increase collaboration across police services for the design and delivery of training for skills and knowledge that are common to policing across jurisdictions

- Develop protocols governing the human resource aspects of police service takeovers in order to minimize uncertainty and facilitate transitions.

- Develop an internet-based learning resource accessible to police across Canada that would enable just-in-time learning. This learning resource should be appropriately funded so that financial barriers do not limit access to content.

- Continue to provide assistance and support for the delivery of training for police governance bodies and police personnel so they can understand and carry out their respective legislated roles effectively.

PRIORITY: Improving the police Sector's human resource planning capacity

It was widely recognized throughout this study that public police services in Canada would continue to face a changing environment. Changes in the demographic profile of the population, new and emerging types of crime and the impact of technology, for example, are, and will continue affecting public policing in Canada. Many in the Sector have expressed concern over the accelerating pace of change and the ability of public police services to respond adequately and effectively. Changes to the environment in which police must operate will likely impact the type of services, the mode of delivery and human resources required in the Policing Sector.

The Steering Committee recognized the need and importance of improving the ability of police services to respond and adapt to new and emerging service delivery models. The cost and time required for identifying new service delivery models and measuring their impact on HR requirements can be overwhelming for individual police services. In addition, the primary focus for police services must be on front line service delivery, which limits the extent of resources that can be allocated to adapting to change.

The challenge is in balancing the resources between service delivery for current needs and identifying and readying resources in order to respond to future needs. While this is a critical dilemma shared with other sectors within Canada, it remains critical for police services to be prepared to respond to new and evolving environmental changes.

Developing and improving the capacity of police services to plan their human resources strategically is a key element in ensuring that the Sector as a whole is ready and able to respond to a changing operating and external environment. However, this requires more than just committing to better HR planning. There must be renewed importance given to the role of strategic HR planning, establishing vehicles for strategy development and developing tools to support HR planning, such as planning models, and information systems.

HR planning, at both local and national levels, requires an understanding of the current human resource configurations in the police service, including the ages, years of service, mode of employment, skills and experience, retirement entitlements, and employment equity characteristics of the human resource base. While few would question the necessity of HR strategy and planning, many police services are not well equipped with human resource databases that will provide the type of information necessary for effective HR planning.

Another key element of HR planning for police services is ensuring the adequacy of deployable resources. Like many other Sectors in which emergency response is a key component of the work, police services are continually being challenged with what is the appropriate level of resourcing. While there has been some progress on the development of personnel strength assessment tools in some regions, the Sector is not yet equipped with any formal personnel strength assessment guidelines and methodologies to assist in HR planning.

The Steering Committee has identified a number of recommendations that are aimed at improving planning within police services. In particular, the Steering Committee recommends that the police sector:

- Develop strategies for succession planning and executive development that can be drawn on by police services across the country.

- Develop a computer model to project attrition / retirement that can be used by police agencies to project hiring needs.

- Conduct an overall review of the ability of police training institutions to accommodate projected training demands including supply / demand forecast.

- Develop models for determining police staffing requirements.

- Ensure that changes to cost-shared policing agreements (for example RCMP 90/10 or 70/30) are negotiated in a timely manner to ensure that the human resource impacts are addressed.

- Resolve issues of quality and consistency in statistics about policing, including human resource information and other data relevant to planning and performance evaluation.

PRIORITY: Improving labour-management relations

Although the labour-relations climate in most police services has changed very little in the past few years, there have been some significant improvements in some organizations. These improvements can generally be attributed to increased communication between management and labour and to proven approaches to contract negotiation such as interest-based bargaining and other similar techniques. Many police services have established a joint-labour management committee to try to improve communications between management, the rank-and-file officers and in some cases, civilian employees. These committees help to create a more collaborative approach to solving problems. New bargaining approaches such as interest-based bargaining have also proven helpful in improving understanding and cooperation between labour and management. Some police services have used this approach in the latest round of contract negotiations with some success.

While labour-management relations have improved in some police services, there is evidence that in others, relations between management and labour have become increasingly strained and adversarial. These strained relations are due to a number of factors that vary from one police service to the next, but in general, they can be attributed to contract disputes, externally imposed budget restraints and disagreements over management appointments and adequate staffing.

The Steering Committee recognizes that while some progress has been made in improving labour-management relations, there still remains some work to be done to create a less adversarial climate in contract negotiations. The Steering Committee members therefore recommend the following:

- Develop mechanisms to aid police, management and associations in moving their labour relations from a more adversarial to cooperative relationship.

PRIORITY: Increasing funding and resources

The Canadian public policing sector, like many other sectors, has experienced a considerable number of inter-related economic and fiscal pressures over the past few years. These pressures have culminated in resource constraints for police services across Canada. At the same time, both the amount and the complexity of police work have increased due to a combination of influences such as new technology pressures, increasing administrative work, changing roles demanded by community policing and other trends. When these influences are combined with the budget freezes and/or cutbacks that have affected the sector over time, this increased scope of policing means that "everyone is doing more with less". The Federation of Canadian Municipalities has raised the concern that with one source of revenue (property tax), Canadian munici-palities cannot sustain increased policing costs of addressing national and international crime, as well as providing policing service at the local level.

The Steering Committee members therefore recommend that the policing sector:

- Conduct a review of mechanisms for financing public policing across Canada, including the roles of the various levels of government in providing funds.

In addition to the other recommendations in this report, the Steering Committee recognizes that implementing any recommendations stemming from this Human Resource Strategic Analysis will require dedicated and specialized resources. As such, the Steering Committee recommends that:

- A working group be established in order to promote the implementation of these recommendations on behalf of the sector;
- Funding be provided for the working group in order to help them implement the recommendations proposed in this report.

Study Background

Objectives and Scope

The main objective of this study is to provide a vehicle through which the public policing sector can leverage change in its human resource practices and address its current and future human resource challenges.

This study includes a diagnosis of the human resource challenges facing the public policing sector, both now and in the foreseeable future, and serves as the basis for the development of concrete recommendations for action. The study provides information on both a provincial and national level and looks at the future trends of the sector.

Specifically, the study:

- provides a comprehensive analysis of elements of the current operating and public policy environment in which police services function;

- identifies emerging trends provincially, nationally and internationally which will have an impact on the sector, particularly its human resources, and explores the likely impacts on police services in Canada;

- develops an employment profile;

- explores human resource issues of importance across the sector;

- provides an analysis of the flow of potential recruits and employees (sworn officers and civilians, including management) through the education and training system and examines the linkages between the sector and the police training institutions;

- develops, based on an analysis of findings, an understanding of the likely directions for the sector in the future; identifies barriers and recommends actions to be taken to meet identified human resource challenges; and

- examines any other human resource issues germane to this project.

The study focuses on publicly funded organizations with a primary objective of providing police services, including paid and unpaid members of public police forces, volunteers, auxiliaries, civilians and special constables. It also includes police officers and civilians involved in First Nations policing through the RCMP, the Ontario Provincial Police (OPP) and the Sûreté du Québec (SQ).

However, the specific human resource challenges relating to Aboriginal policing on reserves by stand-alone, self-administered First Nations police services are excluded from this study as they are part of a parallel study currently being conducted. Private security sector; railway police, military police; and peace officers employed in government departments/ ministries or any other organization not primarily engaged in policing are also considered outside the scope of this study.

Study Approach

A key element of the study was to draw on the perspectives and expertise of a range of sector stakeholders including: police chiefs and senior managers of police services, sector associations and labour representatives, workers in the sector including police officers, civilians and volunteers, educational institutions, students and government representatives. The major data methods are outlined below.

Data Limitations

A note on the nature of the data before reading this report may avoid some unnecessary confusion. By using data from several sources, a composite picture emerges. Readers should note however, that each data source has its own strengths and weaknesses, and differences in collection methods and definitions mean that total employment measures for example, do not necessarily come out equal across all data sources. The primary sources used within this report include data from

Research Methodologies

METHOD	DESCRIPTION
Document review and data base analysis	Review of published articles, books and documents about the sector as well as a review of police sector employment and demographic data.
Interviews and focus groups	Telephone and in-person interviews and focus groups were conducted with sector representatives including police associations and labour representatives, trainers and educators, students, police officers, civilians and volunteers, representatives from municipal, provincial and federal government and senior management from police services across Canada. During the first phase of the study the interviews were at a strategic level, focusing on global issues. Subsequent interviews and focus groups concentrated on the issues in the Canadian public police sector, and more specifically, human resource challenges.
In depth site visits	Visits to police services and educational and training facilities located across Canada to talk to police officers, civilians and volunteers to see how their work is conducted and with students to determine their career goals and expectations. This research included interviews with police chiefs, human resource executives, union and police association officials, and education and training practitioners on major issues facing the industry.
Mail survey	A mail survey of police services in Canada, which focused on employment, human resource and training. The response rate attained was 50% (135 of the 270 police services surveyed). Responding services employ 47,477 sworn officers, 86% of the 55,300 total strength in 1999.
	Responding services reported employment of 18,915 civilians, 94% of 1999 CCJS estimates. Employment among responding services totalled 66365, or 88% of 1999 CCJS estimates. In addition, we received data from 252 RCMP detachments via a modified questionnaire.

Details on the geographical breakdown of the number of site visits, focus groups and interviews and a copy of the mail survey are presented in the Appendices of this report.

the 1996 Census of Canada, data from several years of the Police Administration Annual Survey (PAAS) collected by the Canadian Centre for Justice Statistics, and a special survey conducted by PricewaterhouseCoopers for this study in the Spring of 2000. The PricewaterhouseCoopers survey adopted the occupation definitions of the PAAS survey to minimize confusion for respondents.

Some of the demographic information within this report is drawn from the 1996 Census of Canada. While undoubtedly the most extensive and detailed source of information on the Canadian population, the drawback of the Census for this study is that it does not break out public policing services as a separate industry. Instead, policing services are included in the general categories of municipal, provincial and federal government service industries. The only way to extract information on the policing sector is to focus on occupations, and there we are limited to two occupational groups whose members are employed primarily by police services – commissioned police officers and non-commissioned police officers.

A look at the employment totals from the Census compared with that from the PAAS suggests that the census definition of commissioned officers is roughly equivalent to the Senior Officer category as defined in both the PAAS and the PricewaterhouseCoopers HR Survey of Police.

Sector Context

The Canadian public policing sector provides law enforcement and community services that directly contribute to Canada's high quality of life by helping maintain a safe and secure environment. Currently, Canadian police are well regarded both domestically and internationally. However, the public policing sector is facing significant change as it seeks to respond and adapt to continually evolving societal trends.

This chapter discusses the changes within Canadian society that are impacting the nature of police work and working conditions. It examines the role of police work, the impact of public expectations and the significance of economic and fiscal pressures on the public police sector.

> SOCIETAL AND ECONOMIC TRENDS ARE CREATING NEW EXPECTATIONS FOR POLICE IN CANADA — AND POLICE WILL HAVE TO ADAPT

The law, the public, the media, politics, socio-demographic changes and other external influences all have an impact upon the police. While changes in the outside world have always affected the police community, many of the individuals interviewed as part of this study were concerned about the increasing pace of change.

Police services are under pressure to accommodate change from all sides

"One of the biggest challenges for police, is in keeping up with the pace of change, not only in the area of legislation but especially in the areas of technology and demographics."

Comment of the commanding officer of a large urban agency

As key representatives and service providers of the communities in which they live, police are expected to reflect current societal values and priorities, and adapt their operational and human resource practices to changes in the external environment and find new ways to measure and communicate their effectiveness and impact. For example, a more diverse population benefits from having police members who reflect the diversity in the population.

This chapter aims to provide an understanding of how the Canadian public police sector is being influenced by the changes in the world around them.

Changes in the Population are Affecting Police Work in Dramatic Ways

Given the continued emphasis of the community policing[2] philosophy in Canada, it is important that police understand emerging demographic trends of the community they serve. Police in Canada are interacting with an ageing population (particularly in rural areas) as well as a public that is increasingly diverse (particularly in urban areas). Both Canada's proportion of Aboriginal people in general and Aboriginal youth in particular are growing at faster rates than the rest of the population. Each of these trends have some human resource impacts on police services.

Canadians are growing older: The baby boom generation continues to grow older; as shown in the chart below, the proportion of Canadians over 65 years of age has already risen by half over the last 30 years, and is forecast to double over the next 30 years.[3]

FIGURE 1

Percentage of Canadian Population Over 65 Years of Age

1971: 8%
2000: 12%
2031: 24%
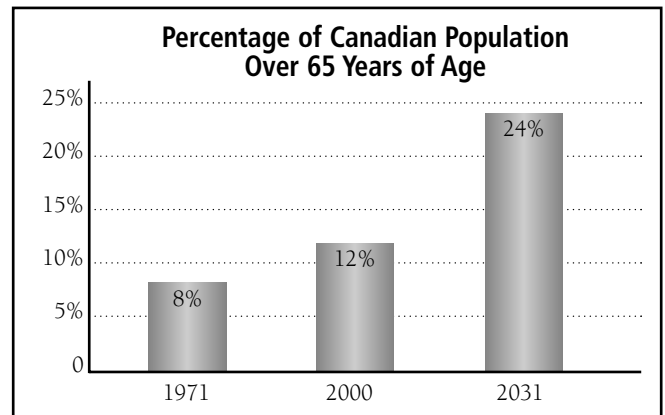
Source: Linden, 2000.

An ageing population requires a more personal touch

Older Canadians are more likely to feel unsafe in their neighbourhoods. As expressed by one officer, many police have observed that the elderly have "different wants and needs" than their younger counterparts.

An older population has several influences on policing. With a statistically demonstrated correlation between age and crime, we can project that as the population ages, the relative proportion of those most likely to commit crime decreases. The result: a continued decline in the national crime rate is expected. Already, the national crime rate has declined by 21.7 per cent

since its peak in 1991.[4] While a baby boom echo generation (consisting of the children of the demographically dominant baby-boomers) is expected to marginally increase the proportion of 15-34 year olds (the age group with the highest crime rate), this will likely not be significant enough to offset the impact of the much larger proportion of their ageing parents in the population.[5]

Secondly, an ageing population makes different demands for police community presence. Older Canadians are more frequently the victims of certain types of crime and typically require more intensive, personal attention than young adults when they have been affected by crime. This trend has already affected how police deal with older citizens, requiring more emphasis on having police acquire and demonstrate softer people-skills (social support, counselling and negotiation).

In recognizing the need to deal with citizens in a more personal way, many police services have already adopted innovative and sensitive techniques, including the establishment of Victim Services Units in many jurisdictions. Usually staffed by volunteers, these Units assist victims of crime in many ways, usually including information, guidance, and referral to other social agencies. More emphasis is also being put on developing the skills of officers themselves in how to better handle the public, as discussed in the *Learning and Development* section of this report.

The ageing population will have an adverse impact on recruitment, as the pool of potential applicants declines in numbers. Police services outside Québec (which has a unique approach to training, selection and development) have already modified their recruitment and selection processes by placing a premium value on life experience. The result has been a rise in the average age of police recruits; recent figures and estimates indicate that the average age of new recruits is now between 27 and 28 years of age. The additional life experience that a new recruit has acquired in their 20s adds not only to their confidence in dealing with people, but enhances their credibility in the eyes of many older Canadians. However, this trend toward hiring older recruits also raises the spectre of potential difficulties toward the end of police careers. For example, officers may have to work later in life in order to qualify for full pension benefits, or there may be increased concerns about workload and stress for older personnel. The *Human Resources Practices* section of this report provides a more detailed discussion of the evolving recruitment trends.

The population is more diverse: The Canadian population has become more ethnically and linguistically varied over time. Across Canada, the proportion of the population that spoke a non-official language in the home almost doubled between 1971 and 1996. Toronto had the highest proportion of individuals (25 per cent) who spoke a non-official language at home in 1996, followed by Vancouver (22 per cent) and Montreal (12 per cent). Given the critical importance of effective communication in policing, these linguistic trends represent a significant challenge to creating strong community relationships.

The impact of ethnic diversity is particularly acute in Canada's large cities. Toronto was the preferred destination of almost half of Canada's most recent immigrants. Toronto has become home to the largest numbers of immigrants from Asia and the Middle East (six out of 10 of all recent immigrants), as well as Central and South America, the Caribbean and Africa – in fact, Toronto had more recent immigrants from Asia and the Middle East than Vancouver. Vancouver attracted 18 per cent of all recent immigrants to Canada, the majority of whom were Asian-born; half of all newcomers to Vancouver were from Hong Kong, China and Taiwan. Up to 50 per cent of recent immigrants have little or no English or French language skills.[6]

One response to these population changes has involved making police services more representative of the communities they work in, compelling administrators to employ targeted recruitment of minority groups to encourage a more demographically representative candidate pool.[7] That is, many police departments are actively encouraging members of under-represented groups to consider a career in policing in an attempt to build better relationships with their communities. Entrance procedures and qualifications have also been examined and modified in many jurisdictions in an effort to eliminate practices which may be perceived to be discriminatory or impede equal opportunity.

A second response involves training police officers in enhanced cultural sensitivity. When the traditional ties between police agencies and the community become strained by cultural and language barriers, police must be able to not only accept and understand other cultures, they must also be able to appreciate subtle cultural differences and communicate empathetically with members of disparate ethnic groups.[8] In response to this need for improved understanding, some police personnel have received training in understanding the non-verbal

communication of different cultures. Other police services are making greater use of volunteer personnel to create a presence and forge relationships with community groups.

The Aboriginal population is growing: The size of the Aboriginal community continues to grow at a more rapid rate than the total population. Further, the proportion of young people aged 15 to 24 was also greater among the Aboriginal population than in the total population. Aboriginal youth represented almost one-fifth (18 per cent) of all age groups within their population segment, compared with 13 per cent in the general population. The off-reserve population is growing at a rate of 2.7 per cent, which is about twice the average growth rate for the rest of the Canadian population.[9]

Challenge of Aboriginal Policing

The rapidly increasing Aboriginal populace will present challenges for police services, especially in terms of human resource planning.

Comment by police officer currently working for a Prairie police service

The demographic impact is particularly pronounced in the western provinces, since 63 per cent of all Aboriginal people in Canada live in the four western provinces.[10] In both Manitoba and Saskatchewan, Aboriginal children under 15 accounted for 20 per cent of all youngsters in this age group living in these provinces. It is projected that up to 25 per cent of all children living in Manitoba and Saskatchewan in the year 2016 will be of Aboriginal descent.

Because police services in Canada have traditionally had difficulty attracting Aboriginal applicants, it becomes difficult for the police to build the kind of relationships with Aboriginal communities that make it easier to understand their concerns. In lieu of successfully attracting a greater number of Aboriginal police recruits, several police services have established formal working relationships with the leading Aboriginal groups in their communities. In some services, when Aboriginal candidates express an interest in pursuing a career in policing, the police HR staff work directly with them to help them prepare for the selection process and ensure they meet the physical skills and training requirements. However, continued effort will be required to build and maintain these strategies as the proportion of Aboriginals rises across Canada.

Crime is More Sophisticated, Organized, and Technically Complex

The range of crimes and types of people drawn to criminal activity is becoming wider and increasingly complex. OPP Commissioner Gwen Boniface has described "the tentacles of organized crime" as ranging from telemarketing schemes that fleece seniors to credit-card scams to money laundering. Drugs, prostitution, murder-for-hire, home invasions, alien immigrant smuggling and even the production of fake Medicare cards and provincial driver's licences are increasingly lucrative businesses for criminals.[11] Organized criminals move every illegal commodity, including human cargo, through provincial border towns. In addition to biker gangs, active crime syndicates have emerged under the cover of mainstream legitimate ethnic and visible minority immigrant communities.

Keeping up with Computer Crime

"Police are forced into playing catch-up as they attempt to detect and solve these cases"

Police Association Representative

Technology advancements have also enabled new and more sophisticated types of organized crime. Significant increases in technology-based crime such as credit card fraud, money laundering and crime on the Internet are increasingly an international issue.[12] Criminals are using cutting-edge computer and telecommunications equipment and software. Both police and prosecutors have spoken of the frustration of keeping up with criminal operations that use this country's high level of electronic access to do their illegal business and hide profits.[13]

In general, most people interviewed throughout this study believed that police services are at a disadvantage in terms of technology. Many police services are still trying to simply catch up to the current technology and must continue to work with outdated computer systems because they cannot afford to upgrade at the same rate that technological change is occurring. Many officers expressed frustration over their lack of access to technology and pointed out that criminals frequently have better equipment than the police. Police Association representatives believed that computer-based crime was increasing but that police services lacked the necessary expertise to combat it. Policing organizations often find it hard to retain computer proficient professionals to battle this kind of criminal activity because of more attractive compensation packages available to them in the competitive marketplace.

As various individuals from throughout the policing sector indicated in interviews, the police must become more technologically adept if they are to protect the public from such crimes.

This struggle has been recognized in many jurisdictions, and some strategies have already been initiated. For example, the federal government implemented its integrated proceeds of crime (IPOC) strategy beginning in 1996-97, bringing together multi-disciplinary teams, including provincial and municipal police, in 13 Canadian cities to remove the profits of criminal enterprises. In August 2000, James Flaherty,[14] then Attorney-General of Ontario, stated his view that the current Criminal Code provisions for seizing the proceeds of crime after a successful prosecution "hadn't done very well in terms of discouraging organized crime in Canada" and promised to fund special forces of police officers, forensic accountants and special prosecutors to attack the growing problem. Antonio Nicaso, a lecturer on organized crime and consultant for the FBI, the RCMP and Italian police, had several suggestions for the policy-makers, including:

- Creating a national, integrated policing strategy that sees all related agencies working as one to attack gangsters;

- Enacting a broad law, similar to the U.S. Racketeering Influenced and Corrupt Organizations (RICO) statute, that helps government agencies dismantle an entire criminal enterprise;

- Directing the courts to pay special attention to organized crime, including additional sentences for criminal association and eliminating parole for drug traffickers;

- Entrenching a better definition of organized crime in federal law;

- Vigorously seizing criminal assets and giving the money to police to fund the fight against organized crime.

Subsequently, legislative changes were introduced that addressed a number of these points.

But responses, recommendations and commitments of these kinds contribute as much new change and complexity to police jobs as they propose to address. Police are required to manage increased amounts of information, understand and administer more difficult regulations concerning criminal assets, technological and organized crime and acquire new levels of technological expertise and abilities – frequently on their own initiative and with limited resources.

The Role of Police Work is Changing – and so are Public Expectations

The role of the police in Canadian society has changed significantly over the past few decades. Traditional police methods may have been perceived as reactive – the phone rings and the police respond/react. Contemporary policing methods acknowledge that the community is a stakeholder in regard to community safety. This style of policing demands far greater involvement of the community with the police. In addition to such traditional police activities as responding to emergency calls and enforcing traffic violations, the public is now expecting increased social support services (e.g., drug awareness programs) and community participation from police.

The taxpayers are more demanding

"The public is demanding more from their police services. They want the police to be accountable for the tax money they receive from the government and they want them to be very professional."

Comments from the Police Chief, large urban police service

Police have been working hard to acknowledge and address the widely differing interests and demands of the public within the confines of their finite resource allocations. The need to develop partnerships to resolve mutual issues may vary from community to community, but even within relatively homogeneous communities (from a demographics viewpoint) police have had to address citizen concerns that can vary considerably. Changes in the social order have contributed to complexity in the relationships between police and their communities. Such influences as greater income polarization (the gap between the needs of the rich and the poor), homelessness, the de-institutionalising of the mentally ill and, in some communities, social activism can often divide communities, requiring police to further intensify their efforts to communicate with citizens and understand their concerns and issues. Even relatively routine issues such as increasing traffic problems (due to population growth) and vandalism create demands for police action that must compete against larger-scale social order issues.

Public expectations and scrutiny of the police have risen in recent years: In response, police services have felt some pressure to become more open in their dealings with the public and accountable to the people they serve and protect. This has created a need for professional management teams that can respond to data requests, coordinate and justify policies and budget requests and even provide public and media relations liaison. Many large police services now require some level of professional management training for its most senior personnel.

One approach to integrating these skill sets has been the civilianization of management positions in areas such as finance and human resources. More information on these trends can be found in the *Human Face of Policing* section of this report.

Police are frustrated with their depiction in the media: The increased level of public expectations and scrutiny of police activities may have been partly fuelled by media scrutiny. Crime and justice have long been popular subjects for the media and the public they serve. As with most public sector activities, bad news tends to make for a better news story than good news. However, this frequently results in a perceived over-representation of negative reports on police activities and not enough coverage of the positive impacts that police have on their communities. There is a feeling within the police community that the media is not aware of the negative impact that they have on police morale.

Many interviewees expressed frustration with the perceived negative coverage they receive from the media. It was frequently suggested that police leaders should be doing more to develop positive relationships with the media in order to deflect criticism from front-line police personnel. Some organizations, such as the RCMP and Vancouver Police, have created dedicated media relations units in an effort to increase understanding between members of the press and themselves. Police Associations also play an active role in liasing with the Press and defending the actions of their members (as well as praising their positive contributions to the public).

Paperwork and Regulations are Increasing the Police Workload

The workload of police officers across Canada has more than doubled over a 36-year period, according to figures compiled by the Canadian Centre for Justice Statistics.[15] Even though Canada is experiencing lower crime rates, the average caseload for a Canadian police officer has increased from 19.7 Criminal Code cases a year in 1962 to 46.2 cases in 1998. One contributing factor to the increase on police workload was the Supreme Court of Canada[16] decision that obligated Crown attorneys to make full disclosure. In the past, police would need to prepare only enough documentation to make the Crown's case; as a result of the change in legislation, they must now prepare much more detailed reports. At the same time, the number of police officers per capita dropped for the seventh consecutive year in 1998, to 181 officers per 100,000 population – the lowest level since 1970. (for the human resource implications of this trend, see the *Human Resource Practices* chapter of this report).

Alternative justice and sentencing measures are time consuming for police staff who must interact more frequently with other professional groups (e.g., social workers), and can put pressure on police officers to acquire new skills (e.g., mediation and negotiation). Police officers of varying rank frequently expressed frustration with the impact of current legislation, such as the *Young Offenders Act*, and the subsequent impact on their duties.

The shift toward the community policing model, which is based on a greater level of proactive problem solving, also contributes to workload pressures. Many proactive, but labour-intensive policing initiatives, such as the RIDE program, have been implemented without the provision of any additional resources. However, police must still respond to calls for service and process resultant paperwork.

Police rank and file are tired of being pilloried in the press

"Critics of the police suddenly seemed to be everywhere, undermining (police) as they went about their daily work. For the last 10 years or so, it seems we've been in the news a lot more – negative news.
That affects everybody. There just seems to be so much negative talk about us when there shouldn't have been. I think it affected a whole generation of police officers in the city."

Police Association, senior executive member, in a Globe and Mail interview

Economic and Fiscal Pressures: Doing More with Less

The Canadian public policing sector has experienced a considerable number of inter-related economic and fiscal pressures in recent years, which have culminated in resource constraints for police services across Canada. As shown in Figure 2, constant dollar spending (spending adjusted for inflation) on policing has plateaued during most of the 1990's, as was the case for most of the public sector. It is worth noting, however, that spending did increase in 1998 by 4.4 per cent (3.4 per cent adjusted for inflation).[17] Per capita spending figures, not shown here, illustrate very similar trends.[18]

Governments at all levels have come through a number of years of fiscal restraint and efforts directed at operational efficiencies. The public police sector has not been exempt from this phenomenon.

At the same time, both the amount and the complexity of police work are increasing (as discussed in previous sections of this chapter). As a result of a combination of influences (including new technology pressures, increasing administrative work, changing roles demanded by community policing and other trends), many police service representatives from across Canada observed that policing has become much more complicated and labour

Trying to do more with less

In personal interviews, two commanding officers, one from a detachment of the RCMP and one from a small Western police service, remarked on the increased financial resources needed to conduct investigations. Also, two representatives of a Québec police association stated that police services are struggling to maintain the standards they upheld in the past while currently receiving less funding.

intensive than it was in the past. When combined with budget freezes and/or cutbacks that have affected the sector over time, this increased scope with respect to policing means that 'everyone is doing more with less.' The Federation of Canadian Municipalities have raised the concern that with one source of revenues (property tax), Canadian municipalities cannot sustain increased policing costs required to combat local, national and international crime activities.

While the range of duties has expanded for Canadian police, the increase in the number of police officers has not kept pace with the rate of population growth over most of the last decade.[19] The effects of budget constraint are felt in every aspect of policing, from training to occupational

FIGURE 2

Current and Constant Dollar Spending on Policing in Canada (1985-1998)
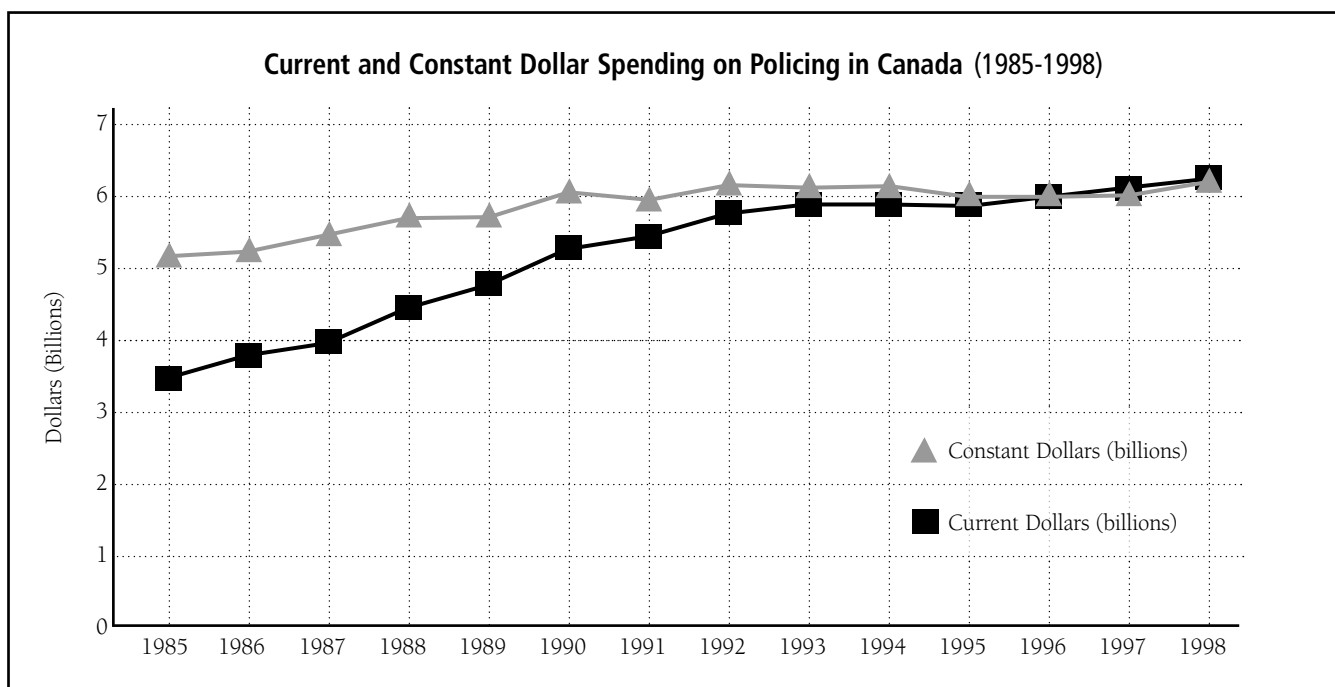
Source: Canadian Centre for Justice Statistics, 1999.

health and safety, and is intensified by rising costs and expectations. Fiscal pressures appear to have the greatest impact on general patrol officers. As the specialization of policing tasks increases, resources are drawn from the patrol units. This places increased pressure on the remaining "front-line" personnel, contributing to stress and morale issues. It may also compromise the ability of police services to meet public expectations and internal service level standards. (For more on the human resource impact of this, see the *Human Resource Practices* chapter of this report)

b   Where are resource constraints being felt most acutely?

Technology availability and upgrades: One frequently cited consequence of economic and fiscal pressures is an inability to adequately invest in technology, despite the need to keep up with both technological advancements in law enforcement and administrative software tools. Most police services find technology valuable to fulfilling their various responsibilities and ideally would like to either purchase or upgrade their technological capacity, but are often unable to do so because of limited resources. As well as lacking the funds to afford advanced technology, some police services are unable to provide appropriate technological training to their members. As a result, the technological tools that have been purchased by police agencies are sometimes under-utilized, resulting in inefficiency.

This problem is further compounded, according to a group of civilian workers for a major urban police service during interviews, by the high market demand for people with technology expertise. Police service employees who possess or develop high levels of technological skills may leave for better paying positions in the private sector soon after they are fully trained. This puts police services Human Resources staff in the position of having to re-invest in the same types of training for new personnel.

Because police services lack the funds to acquire new technology, police will continue to lose ground to criminals with greater technological resources. Being made to feel ineffectual can have a highly detrimental effect on morale, and may contribute to recruitment and retention issues. (For more on the human resource impact of this, see the *Human Resource Practices* chapter of this report)

Training and professional development: Fiscal pressures impact not only technology skills, but other types of training as well. Many police associations, unions, officers, HR representatives, and students from across the country described their situation similarly – as one in which the necessary resources to properly train employees, recruits, and volunteers are simply not available.

There are many different approaches to financing training and development efforts. Some police services will pay the full cost of a limited amount of external job-related training and, in some cases, even provide their employees with paid leave for educational purposes. Within other police services, the financial responsibility of training is shared between the employee and the organization. As police services attempt to keep costs low and maintain standards, the selection of appropriate training may include looking for no-cost training programs, researching federal grant opportunities that provide training, and considering training sources external to the police services.[20] Another response is to shift training costs to the employee. New recruits will likely be expected to pay increasing portions of their own training costs in some jurisdictions. (For more on the human resource impact of this, see the *Learning and Development* chapter of this report)

Police costs need to be managed more strategically. Most organizations consider expenditures on training and technology to be investment costs. However, many police organizations are diverting funds from these areas to meet operational demands. While this helps address short-term needs, it decreases their ability to meet their long-term objectives. Some police agencies, such as the RCMP, OPP and Edmonton Police Service, have recently undergone comprehensive resource reviews in an effort to identify efficiency opportunities and strategic investment needs. Such approaches also assist police in meeting increased financial accountability requirements. (For more on the human resource impact of this, see the *Human Resource Practices* chapter of this report)

The Use of Private Security in Canada is Growing

In the 1990s, while the number of sworn police personnel per capita decreased, the use of private security in Canada increased. (It is also important to note that the issue of private security is currently of greater importance in large, urban centres than it is in rural jurisdictions.) It has been suggested that private security has grown in Canada as a result of greater citizen demand for a visible security presence. Due in part to increased media coverage of violent crimes, and despite an overall decrease in the crime rate, Canadians have continued to be concerned about their safety. These fears have led to at least some of the growth in private security. There is also a belief that the use of private security has grown as a result of due diligence, risk and loss management on the part of property owners and sharp increases in insurance premiums. Property and business owners are increasingly hiring private security in an effort to protect their property from theft and damage.

There is a common, though not universal, view within the public policing sector that the objectives of private security and public policing cannot be fully reconciled. Private security's obligation is to protect their client's interests (minimize loss, protect property), and as a result their

Some services have already been contracted out

"I can see departments contracting out the issuing of speeding tickets, as in Alberta, where commissionaires operate speed traps (note: commissionaires are not considered private security). I can also envision contracting out court security as well. These changes would be budget-driven because officers are overqualified and too highly paid to perform these routine functions."

Comment by the senior officer of a central urban service

decisions are based on profits and service differs based on ability to pay. In contrast, publicly funded police services operate to guarantee equal access to order, peace and justice.

While determining the exact number of private security personnel is open to some dispute, recent estimates by the Canadian Centre for Justice Statistics indicate that there are 56,020 sworn police personnel and 82,010 private security guards and investigators in Canada.[21] Of course, the simple numbers do not tell the full story about private security in Canada. The truth is that the private security sphere is very diverse, ranging from people performing relatively simple static guard duty to professionally trained individuals undertaking quite complex forensic accounting and computer investigations.[22]

While there exists little conflict between public police and private security at the extreme ends of the spectrum, there is some concern over the increased private security presence providing service to the broader public. For example, some private security firms have now been contracted to perform patrols of gated communities, housing projects and even business and industrial developments. Some local authorities have contracted out bylaw enforcement activities to private security firms to reduce the workload on their patrol ranks. Similarly, public police personnel are often hired on a contract basis for private events, such as exhibitions or stadium events, thereby competing with private security firms. In all these common examples, the roles, functions, jurisdictions and interests of public police and private security begin to overlap and distinctions between them become blurred. It is in this emerging space that conflict arises between the two sectors.

The reaction within the public policing sector to increased private security has been mixed. Some public police believe that private security has a legitimate role, while others feel threatened by private security. The reasons associated with positive and negative perceptions of private policing/security forces are complex.

For many, the largest problem associated with an expanded role for private security is the impact it has on the job security of public police personnel. Many in the policing sector believe that the growing presence of private security in proportion to the number of public police is not coincidental. They worry that, if the trend toward more private security continues, public police jobs would be lost in the future.

Though job security is a cause of concern for some, others familiar with the situation of contemporary Canadian policing assert increased private security will not affect the number of jobs available for police officers. In a paper delivered at the National Conference on Police and Private Security in 1999, it was reported that "there is no empirical evidence to substantiate the claim that private security is parasitic on public policing in Canada (or vice versa)."[23] In fact, some within the sector argue that private security can free police from routine and mundane tasks, allowing them to focus on more complex functions requiring specialized police training and expertise.

There is considerable concern among police officials, particularly association members, that private security personnel do not possess the same level of accountability or training that sworn officers do. This raises questions regarding the capability of private security to perform the same tasks as public police personnel. Training standards for private security personnel, where they exist, are almost always considerably lower than they are for police, though the actual amount of training provided or required varies by firm.

Some members of the public policing community believe that the potential for causing confusion in the public mind in differentiating between public police and private security is quite high. Because their uniforms can be similar in appearance, it would not be difficult for citizens and criminals to mistake private security for sworn police officers. Some public police view this potential for mistaken identity as a legitimate safety issue. Others believe that the actions taken by less stringently trained private security personnel may adversely reflect upon public police.

However, private security firms argue in response that because uniforms for public police personnel are not standardized, it makes it difficult for them to select clearly differentiated uniforms.

Economic factors are a significant reason for the proliferation of private security services, especially given recent resource constraints upon public police services. In some instances, using private security services can cost considerably less money than public policing. Within the sphere of computer and other technological crime, especially, it may make financial sense for police services to contract out to private firms that have access to better resources, expertise and equipment. However, these services tend to be expensive, and therefore available only to those that can afford them. Given financial considerations, many in the public policing community concede that private security does have a legitimate role in policing with one of the key interviewees of our study stating: economic realities have led to a "reluctant acceptance" of private security by the public policing community. However, these individuals also stress the importance of reviewing the limits regarding the role of private security.

Summary of Changes and Trends

The public policing sector in Canada is increasing dealing with an older, more diverse population. They are operating under increasing public scrutiny and expectations while resources are constrained and workload is rising due to paperwork and regulatory changes. At the same time, police must react and adapt to more sophisticated types of crime, as well as an increasing private security presence.

To improve its professional capacity in response to these changes and trends, the public policing sector is pursuing better communication techniques, human resource development and pursuing a strategy of lifelong learning skills in adapting to this continually evolving environment. The table below presents the sector changes and their respective implications for human resources development in the public policing sector. The following chapters on the *Operating Environment, the Human Face of Policing in Canada, Human Resources Practices* and *Learning and Development* explore these implications further.

Demographics

SECTOR CHANGES	IMPLICATIONS FOR HUMAN RESOURCES DEVELOPMENT
As Canadians are growing older, the pool of potential applicants is declining	The pool of potential applicants is expected to continue to decline over the next 10-15 years, creating more competition among police agencies (and other occupations) for skilled recruits. Increased lateral movement of experienced officers between agencies is expected to result.
The population is more diverse	There will be continued pressure to increase the diversity of police services to ensure adequate representation of the communities they serve. Continued emphasis on establishing positive relationships with visible minority communities, particularly new immigrants, should assist recruitment efforts. Recruitment and selection practices need to be examined to ensure they do not contain systemic biases against any minority groups. Several jurisdictions have already completed such examinations.
The Aboriginal population is growing, with particular growth of Aboriginal youth	There will be continued pressure to find and hire Aboriginal personnel to ensure adequate representation. Some police services have already started targeted recruitment and applicant development programs. The rising proportion of Aboriginal youth presents a rare demographic opportunity to increase Aboriginal representation in policing. Cultural awareness training is needed for non-Aboriginal personnel, particularly for those living in areas with high Aboriginal populations.

External Environment

SECTOR CHANGES	IMPLICATIONS FOR HUMAN RESOURCES DEVELOPMENT
Crime is more sophisticated	The demand for specialized knowledge within policing is increasing. While many police services are focused on developing necessary expertise within their current ranks, others are starting to recruit and hire staff directly into specialist roles (sometimes as civilians). There is also increasing competition for specialized resources, which may impact retention.
Crime is more sophisticated	It is becoming increasingly difficult to rotate highly specialized staff out of their specialist functions. Police agencies will likely have to start accommodating staff who wish to stay in specialist roles longer. Human resource planning will allow police agencies to better identify what skills they are currently lacking and what skills they are likely to be lacking in the future, so that they may begin addressing skill shortages before they occur.
Public expectations and scrutiny is increasing	Police management teams must ensure that they have adequate skills to provide accountability information in meaningful formats. Relationships with media establishments are not well established in many areas of the country, which impacts morale.
Paperwork and regulations are increasing the workload	The increasing workload may be contributing to stress and increases the importance of time management skills and support services for staff.
Resources are constrained	Resource constraints affect most parts of the HR regime. Police agencies need to manage overall costs strategically, rather than tactically (e.g., view training as an investment).
The use of private security is growing	Some HR managers are exploring potential for cooperation and/or collaboration with private security firms.

Sector Structure

SECTOR CHANGES	IMPLICATIONS FOR HUMAN RESOURCES DEVELOPMENT
Police services are amalgamating	Amalgamations create greater opportunity for staff skill specialization, but can also cause great anxiety and affect morale.
	Human resource teams of amalgamating police services must work closely to harmonize their respective HR policies and practices. Police associations also need to be involved in this process to ensure that collective agreements are harmonized.
Competitive bidding for police services contracts	Competitive bidding processes create great uncertainty for existing staff. Internal communication becomes extremely important during such times.
Provincial policing standards are being implemented and refined	Human resource practices should be analyzed and modified where necessary to comply with provincial policing standards.

Training

SECTOR CHANGES	IMPLICATIONS FOR HUMAN RESOURCES DEVELOPMENT
Use of new technologies for training delivery	As in other sectors, police are starting to gradually move away from traditional classroom-based learning. Staff will have to be supported in their use of new learning technologies.
Continuous and structured training to update the skills and versatility of the overall personnel	The increasing pace of change occurring in the public police sector requires good knowledge management and continuous learning support. Many police services are already adopting continuous learning principles.

Service Delivery

SECTOR CHANGES	IMPLICATIONS FOR HUMAN RESOURCES DEVELOPMENT
Continued transition to community policing philosophy	Competency profiles need to be examined to ensure that they reflect community policing needs. Many agencies have already done this.
	Promotional and occupational development practices should be examined to ensure that they place proper emphasis on community-policing skills and philosophies.
	Front-line staff need to be empowered to solve problems. However, clear lines of authority must be maintained for times of emergency.
Increasing use of technology	Technology skills are currently underdeveloped in the public policing sector.
	Technology training is not currently adequate in most jurisdictions. This needs to be viewed as an investment. Without proper training to teach staff how to use it, technology will fail to deliver full return on investment.
	Technology skills are a core competency for the future of policing. Hiring and promotion practices should be examined to ensure that they adequately reflect the importance of technology skills.
	New technologies can be used to support human resources practices and ongoing learning. Knowledge management tools possess good potential for success in the public policing sector.

Workforce Organization and Qualifications

SECTOR CHANGES	IMPLICATIONS FOR HUMAN RESOURCES DEVELOPMENT
Increasing civilianization of management / professional positions	There is still some cultural resistance to civilianizing these positions. Civilians with management/professional duties need support from senior officers to ensure the co-operation of front-line personnel. Civilianization eliminates "light-duty" positions for sworn personnel that need to be accommodated due to injury or stress. New strategies need to be devised to effectively meet the duty to accommodate.
A greater role for volunteers in the community policing model	Volunteers need to have adequate training. Sworn personnel should be made aware of what volunteers do and how they can best work together to serve the needs of the public.
Increasing number and role of women and minority personnel	Any and all systemic biases in HR policies and practices need to be identified and removed. In most police services outside of Québec (which uses temporary officers), there is no mechanism to replace sworn personnel on parental leave. As the number of women increases and the length of maternity leave provisions are extended, this will become a significant challenge for HR managers.
Flattened organizational hierarchies	In most cases, there now exist fewer promotional opportunities for sworn personnel. This increases the need to create meaningful lateral career development opportunities to keep staff motivated.
Increasing educational attainment of new entrants	Increased educational levels may create greater expectations for advancement and development. Police will have to keep these staff challenged in order to maintain morale and retain staff.
Large number of impending retirements	HR and succession planning is needed to ensure that police services will have the skills they need once personnel retire. This is particularly important for the senior ranks. Fewer senior personnel will be available to act as mentors and in-field trainers. Those remaining in these roles will require adequate support. Some police services have started to hire senior personnel from other services to replace skills lost due to retirements. There will likely be increased lateral movement of sworn personnel above the constable rank in the future.

Operating Environment

The way that the police sector is governed and structured is a critical influence on how it adapts to external influences. Governing authorities provide a filter for evolving public expectations that may then be translated into practical police strategies. Often, this necessitates structural or organizational change as well.

This chapter presents some of the key trends occurring within the police operating environment to which police managers and personnel must react and adapt. This includes the evolving nature of governing authorities, the structure of police service delivery across jurisdictions, and the quality and nature of relationships within the sector.

> SUCCEEDING IN THE NEW
> SOCIAL ENVIRONMENT MEANS CREATING
> A NEW FRAMEWORK FOR POLICE WORK

Responsibility for Policing is Shared Among all Orders of Government

Responsibility for policing is shared in Canada between the federal, provincial and municipal orders of government. Constitutional responsibility for policing in Canada is shared among the federal and provincial/territorial governments, while most of the service delivery occurs at the municipal level. Each level of government is granted authority over policing by the *Constitution Act* of 1867. This Act confers authority on the federal Parliament to legislate in relation to criminal law and procedure as well as the power to legislate in respect to "peace, order and good government". The provincial governments are also empowered by virtue of the *Constitution Act* to make laws in relation to the "administration of justice". This gives them jurisdiction over civil and criminal justice in their province, which includes responsibility for policing. This results in most police services having parallel responsibilities to multiple governing bodies, usually including some form of local oversight, a provincial authority, and in the case of the RCMP, the federal Solicitor General. There are also provincial and federal civilian oversight bodies which have some influence.

b   The RCMP Provides Federal and National Policing Services

As Canada's national police agency, the RCMP provides federal, national and international police services, in addition to responsibility for providing contract policing services delivered at the provincial and municipal levels. Federal police services include the enforcement of federal statutes in each province and territory. Specific duties include (but are not limited to) combating organized crime, the illegal drug trade, and customs and immigration violations. The RCMP also provides protective services as part of its federal policing responsibilities.

National police services, on the other hand, include technical services that complement and support the efforts of the entire law enforcement community in Canada. This includes forensic laboratory, identification, computerized police information, intelligence, and training (through the Canadian Police College). These common services provide continuity throughout Canada's law enforcement community.

The RCMP international police services consist primarily of its peacekeeping business line, though the agency does also provide some international liaison services as well.

The RCMP provides shared-cost provincial police services in most provinces. The policing agreements between the RCMP and the provinces and territories were last renewed in 1992 for 20-year terms. The agreement for the recently created territory Nunavut was signed in 1999, and will also terminate in 2012. Provincial policing duties include enforcement of the Criminal Code and provincial statutes in rural areas and towns that have no municipal police presence. Provincial duties also include traffic enforcement on provincial highways.

The province of Newfoundland has its own provincial police service, the Royal Newfoundland Constabulary (RNC), but it does not provide policing to all areas of the province. The jurisdiction of the RNC encompasses St. John's, Mount Pearl, and the region of North East Avalon, Corner Brook, and Labrador West. The RCMP services the rest of the province.

Neither Ontario nor Québec receives any provincial policing from the RCMP. In Ontario, provincial police services are provided by the OPP. In Québec, the *Sûreté du Québec* (SQ) provides provincial police services.

Municipalities in all provinces have the option of providing their own policing services, provided they meet relevant legislative guidelines and standards. Their alternative is to contract policing services from either the RCMP, or in the case of Ontario and Québec, the OPP or SQ. Municipalities in some provinces also have the option of contracting from other municipalities' police services.

How the Cost of Providing RCMP Police Services is Calculated

The cost of RCMP policing is shared among provinces/territories, municipalities and the federal government. As stated above, the most recent contracts between the Government of Canada and the provinces/territories regarding RCMP police services were renewed in 1992 and will remain in effect until 2012. Under these current Agreements, provinces/territories pay 70% of the costs for provincial/territorial policing services, with the federal government paying the remaining 30%. This ratio is based upon an estimate of the benefits derived by both the provinces/territories and the federal government.

Under the 1992 Municipal Policing Service Agreements, cost-share ratios for RCMP municipal policing services are based upon two criteria: population size and historical relationship with the RCMP. Municipalities already serviced by the RCMP with a population of less than 15,000 have a cost-share ratio of 70% for the municipality and 30% for the federal government. Municipalities with a population greater than 15,000 pay 90% of the costs, with the remaining 10% paid by the federal government.

The population threshold for new municipal contracts changed from 15,000 to 5,000 residents under the 1992 Agreements. It was agreed that there would be no new municipal contracts for municipalities under 5,000 population, with these communities being covered instead by the provincial police service agreements, wherein the federal government pays 30% of the policing costs. Municipalities that were policed by the RCMP prior to the 1992 Agreements and reach the 5,000 population threshold must pay 70% of the costs. Subsequent to the 1992 Agreements, the Treasury Board approved 'New Entrants' policy requires that new municipal clients with a population over 5,000, not previously policed by the RCMP, pay 100% of the costs.

The Role of Police Governing and Oversight Bodies

The majority of police services are accountable directly to either a local municipal council or a police board/commission. This includes most RCMP, OPP and SQ detachments. They are also directly accountable to provincial/federal Ministers within their jurisdictions, as indicated in the table below.

Accountability

JURISDICTION	RESPONSIBLE AGENT
Federal Government (RCMP)	Solicitor General
Alberta	Solicitor General
B.C.	Attorney General
Manitoba	Minister of Justice
New Brunswick	Minister of Public Safety
Newfoundland	Minister of Justice
Nova Scotia	Attorney General
Ontario	Solicitor General
PEI	Minister of Justice
Québec	Ministère de la sécurité publique du Québec
Saskatchewan	Minister of Justice

At the municipal level, local civilian oversight is generally considered to be a key component of police accountability. Local oversight bodies ensure fiscal and legal accountability for police, provide policy direction and establish priorities. They also reflect citizen concerns on pertinent police and public security issues. There are two main approaches to providing local civilian oversight. In many communities, including all of Manitoba and Québec, the municipal council assumes direct responsibility for holding police accountable and providing direction. The alternative approach is to establish a local police board/commission. Police boards/commissions are typically composed of civilians appointed by the province and/or municipal council for a period of one to six years, depending on the province. In most communities police boards also contain some representation from the municipal council.

The argument for establishing a local police board, as opposed to allowing the municipal council to oversee the police agency, is that an independent board should shield police from political interference in investigative and operational matters.[24] In order to provide support and direction to local boards and assist communities in ensuring they choose effective representation for their police boards/commissions, the Canadian Association of Police Boards (CAPB) was founded in 1989. In addition, some provinces such as Ontario, British Columbia and Nova Scotia have provincial associations that provide similar support to municipal police governing bodies in their jurisdictions. Provincial ministries responsible for policing also provide varying degrees of support and training to police boards, although many in the policing community feel that more training is needed.

Some researchers argue that the need for local supervision stems from a lack of objective success and effectiveness measures for policing.[25] Local authorities have greater opportunity to qualitatively evaluate a police service's performance. This approach supports the key elements of the community policing philosophy.

The responsibilities of provincial oversight bodies and the federal Solicitor General include maintaining a healthy regulatory environment. To accomplish this, these authorities establish the legislation and policies that establish and define policing authority and regulate the operations of police services within their jurisdictions.

As part of their governance efforts, most provinces in Canada have now either already finalized (or are in the process of finalizing) a set of formal policing standards designed to:

• promote consistent service delivery and professionalism.

• establish clear expectations for policies, procedures and operations.

• directly impact human resource practices by incorporating personnel administration standards (including categories such as job classifications, promotion processes, employment conditions and training requirements, and several other categories).

Provincial police commissions have been established in most provinces to oversee and develop policies and standards and to ensure accountability. In holding police services accountable, most commissions have been empowered to conduct inquiries into policing issues. In addition, some provincial police commissions may conduct inquiries into the performance of municipal boards and may also hear appeals of internal police discipline decisions.

To complement the roles of provincial police commissions, many jurisdictions have established formal complaint oversight bodies (variously referred to as public complaints commissions, civilian commissions, law enforcement review boards, the *Comité de déontologie policière*, etc.). Complaints may be lodged against either individual officers or, in most jurisdictions, against police services themselves.

b The "Politicization" of Policing is Negatively Impacting Working Relationships

The relationship between a local governance authority, the Chief of Police and the local Association/Union is one of the most critical factors in police effectiveness. These parties must learn to trust one another and work cooperatively to meet the needs of the community. Recently, however, some of these relationships have become strained over concerns about the "politicization" of policing.

The issue of politicization was one of the most consistent concerns raised by nearly all interviewees during this study. While politicization does not have a precise definition, when it was cited, it generally referred to the direct involvement of political authorities (primarily, though not exclusively, at the municipal level) in policing operations (as opposed to policy and funding). It is also used to refer to public campaigning and lobbying by police and Police Associations.

"Politicization" is attributed by many to the increasing scrutiny of policing operations on the part of municipal councils and appointed police services boards. As mandated by provincial police services acts and municipal government acts, police boards/municipal boards are the bodies appointed to represent the public interest and ensure the delivery of adequate and effective police services. Their scrutiny and efforts to hold police accountable is entirely legitimate and in fact, their duty. Police governance bodies are becoming more knowledgeable about their mandate, and some police personnel interpret this increased governance role as political interference. A number of interviews with individuals from the policing sector suggested the issue of either real or apparent political interference in policing management was increasing in Canada and that it has a significant impact on employee morale.

Police have traditionally experienced a high level of operational autonomy extending beyond their essential full independence in matters related to criminal investigations. The push for greater accountability over the past decade, which has also occurred in other public service sectors such as health care and education, has challenged this independent culture. While many within the policing sector have adapted well to expectations of greater accountability, others have seen it as hindering their ability to serve the public good. Several interviewees pointed out that one of the key justifications for establishing independent police boards/commissions is that they are designed to protect police services from direct political interference.

The rise of political activism on the part of police associations was of significant concern not only to commanding officers, police managers, executives and police governors, but also to officers and many non-politically active Association members. While it is true that Police Associations have publicly lobbied lawmakers for years (as have police Chiefs), some Associations have recently extended their lobbying efforts by communicating directly with the general public or establishing partisan political alignments. This increase in political activism was felt by many interviewees to be a by-product of the frustration police have been feeling as resources have been constrained and public pressure has increased. Some association representatives believe that political activity is a natural reaction to what they perceive as government interference in policing. It was also noted that other public sectors in Canada, including health and education, have also become more politically active over the last decade as they faced similar resource constraints and increased levels of scrutiny. Many interviewees within the public police sector expressed some discomfort with political activities, preferring to maintain their traditional role as politically neutral agents of the public good.

Amalgamation – Achieving Critical Mass of Police Services

Amalgamation of police services in Canada is a trend driven by economics, politics and a need for increased service capacity and specialization. In the words of one senior officer from a small police service, amalgamation "is required to afford the technology and resources that are needed. Small police services can't currently provide all the necessary services." This is similar to the situation policing faced in the 1970s when many police services went to a regional model.

FIGURE 3
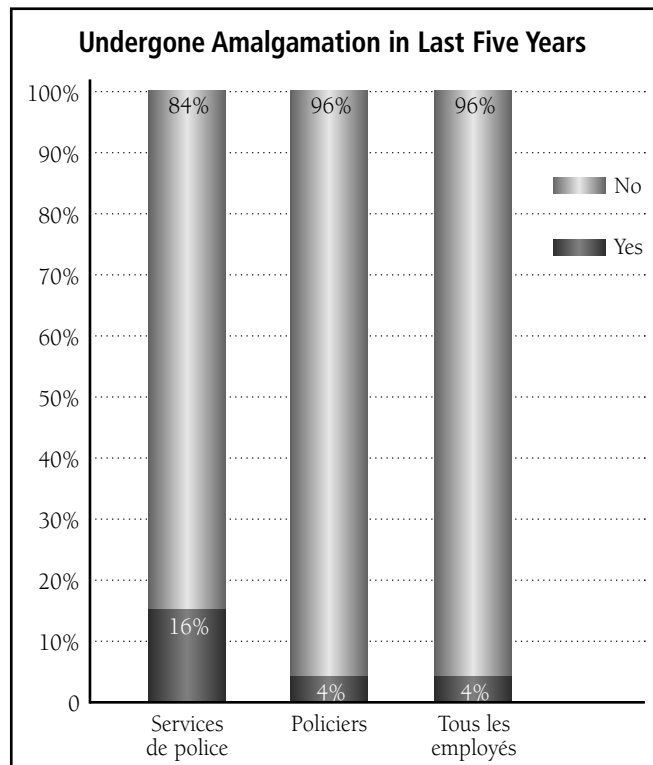
Source : Source de PwC fondée sur les réponses valides de 133 services de police représentant 42 500 policiers et 60 400 ETP.

As shown in Figure 3, 16 per cent of responding police services had undergone an amalgamation in the last five years. Almost all had been small police services, representing only 4 per cent of police employees covered by the survey.

Amalgamations may be either voluntary (initiated by the involved police services) or mandated (initiated by a governing authority). While many within the police community agree that amalgamations can be positive (e.g., increased range of service to the public), there appears to be some resentment to having the decision imposed upon them. For example, many in Québec are anticipating a significant impact from mandated amalgamations over the next few years. In fact, Bill 19 (Police Services Organization Act), currently in the public consultation stage, proposes a new allocation of police personnel in the province of Quebec. Specifically, it defines the levels of service for police organizations and proposes a new sharing of police responsibilities for the entire province. This may result in a wholesale absorption by the Sûreté du Québec of police officers who are currently members of municipal police services.

Before police services can be amalgamated, a number of issues must be addressed. First, a transition period of several years operating with separate but parallel procedures is usually required to ensure systems, collective agreements, and cultures are seamlessly harmonized. For example, in 1995, when three local police services merged to form the Ottawa-Carleton Regional Police Service (OCRPS), all stakeholders were involved in the change process through an Organizational Change Project Team. The team "established a planning process which included the development of an integrated structure, policies and procedures, the elimination of service duplication, maximization of efficiencies and effectiveness, and fiscal responsibility."[26] Some of the important issues addressed throughout the process by the team ranged from technology requirements to uniforms and communications."[27]

The adjustment period following a police services amalgamation can be traumatic for almost all the people involved. Amalgamation can create an environment of staff uncertainty. Because separate police services have their own collective agreements and their own labour practices, some police employees fear that amalgamation will change certain aspects of their contracts and duties. According to Dr. Johnson, Director of Corporate Planning at OCRPS, the "human factor" or "the effect on employees due to uncertainty" has the single largest negative impact on the amalgamation of police services.[28] Outstanding issues and post merger resentments may require several years to fully deal with.

One of the advantages of amalgamation is that it often provides personnel with greater opportunities for specialization. In many small municipal police services, there may be little opportunity for specialists, because generalist skills are in greater demand. A senior officer from a small police service which is still independent asserts that amalgamation increases task specialization. He states that "regionalization will allow greater specialization of police officers and will reduce the duplication of work. Right now, almost

Transition takes a period of adjustment

"We had a lot of problems post-amalgamation, but we were not overwhelmed. We've come past the trauma and are now focussing on details."

Comment from the commanding officer of a recently amalgamated police service

Sometimes, communities object to police amalgamation

A proposal to amalgamate several police services sometimes meets with resistance from the communities affected and their municipal politicians. In 1996, when existing local police services merged to create the Halifax Regional Police Service, both citizens and municipal governments were opposed to the provincially-mandated amalgamation.

Halifax Police Chief McKinnon described it as "the perception that the quality of police service within specific communities would decrease as a product of amalgamation even when, in reality, there was no variance."

every police officer is a generalist because there are not enough officers to allow them to specialize, except for investigations."[29] (See *The effect of providing Police Services through the competitive process – a case study* which follows this section).

Amalgamation increases the opportunity for police services to share existing resources, a very important factor for the smaller municipal police services which are experiencing fiscal pressures. For these, amalgamation can often forestall their jurisdictions from being taken over by the RCMP, SQ, or OPP, and allows them to retain a degree of autonomy and individual character. One interviewee who serves as an HR director for a small, Western police service supported amalgamation because it would translate into "a pooling of resources" for smaller organizations who have to "piggyback to keep up."[30]

Competitive Bidding for Police Services Contracts

Though many local governments have restructured or regionalized their policing arrangements through amalgamation of existing services, the process in some areas is complicated by the choice between several equally (or similarly) viable police services available locally to meet the policing needs of the community. This situation typically arises where a suburban or rural area policed by the provincial police service or an RCMP detachment on provincial contract is included in the newly defined jurisdiction, together with one or more local police services. Communities and politicians are understandably loyal to their existing police services, and are often unwilling to give these up without a fair process to determine which

service would provide the most cost effective and efficient police service. Some regional police authorities have addressed these concerns by structuring a process whereby two police agencies prepare and submit competing bids to provide service to the entire region.

As illustrated in the case study which follows, these competitive processes can create a great deal of uncertainty for police organizations and their employees, and may result in a legacy of mistrust that threatens public confidence in the ability of various police agencies to work together. Many communities welcome competitive bidding among suppliers of community services such as

garbage collection and recycling, or maintenance of parks, without the public taking much notice. The nature of policing and the requirement of the competing municipal and provincial services to continue to co-operate on solving crimes and other issues after the selection is made, suggests that these competitive bid processes should not be entered into lightly by local government authorities. In addition, the mere fact that such competitions *could* take place in communities suggests the operating environment in these communities has changed, and the attitudes of police officers and working relationships among police services are negatively affected.

When Police Services Compete – a Case Study

Introduction: The Issue

Recent trends toward regionalized municipal services, changes in provincial police acts, and the demand for more effective and efficient police service delivery have led to amalgamations or takeovers of municipal police services by agencies providing provincial police services. In many cases, particularly those involving very small services, takeovers are negotiated with relatively little controversy. In other cases, however, particularly those involving large viable services, processes involving competitive bids for the right to provide policing services have been launched, often triggered by the fact that both municipal and provincial services are providing local policing. When not done carefully, however, the bidding process and the implementation of decisions can cause significant disruption, both in the

lives of police services employees and in quality of the police service, for many years after the final decision has been made.

Competitive bids for policing services are a new phenomenon in Canada, and they generate a host of important questions and concerns for the participating police organizations, their employees, and for the communities they serve. The competitive process forces police organizations to define the essence of the service they provide to the community, particularly the nature and level of service they provide to the community. Employees of police service face more practical concerns such as:

- Will I have a job?
- Will my seniority be recognized by the successor organization?
- What will happen to my pension?
- Will I be forced to move from my home community?
- What opportunities will there be for career development and advancement?
- Will the culture and atmosphere of my place of work change significantly?

For communities the major questions concern the quality and cost effectiveness of the police service when all is said and done: Will the safety of our community be compromised during and after the competitive process and will the result be greater value for the tax dollar?

The research for this case study included interviews with key players in two recent competitive bid processes – the Greater Moncton area of New Brunswick where a decision was made in April 1997; the other in the Cape Breton Region of Nova Scotia,

Effective and efficient policing in the future will most certainly not be achieved by the creation and development of internecine wrangling amongst the police themselves involving disputed claims suggesting poor or ineffective policing by one or another group. Obviously the public is best served by police cooperating together to provide, to the extent that police are able to do so, a safe environment in which people can live.

– Alan Grant, *Policing Arrangements in New Brunswick: 2000 and Beyond*, March 1992, p. 4.

where a decision was made in January 2000. Those interviewed were asked to suggest lessons learned from their experience of the competitive process itself, as well as its ramifications for the people who make the policing of the community their daily occupation.

Synopsis of Events

Both in Cape Breton and in the Moncton area, the trigger for the competition on police service was a desire by the province to rationalize municipal police services. In most areas of Canada, similar initiatives are controversial and heavily political; Cape Breton and Moncton are no exceptions. As a result, the police service delivery in these communities became something of a battleground between the past and the future of municipal service delivery.

Moncton

The Grant Report, released in 1992, had advocated a regional municipal police service for the Greater Moncton Area, including the adjoining communities of Moncton, Dieppe, and Riverview. At the time, Moncton and Dieppe had their own municipal forces, while Riverview was policed by the RCMP under contract.

In 1996, the Commission of the Three Communities (CTC) was formed by the Solicitor General of New Brunswick to examine the cost of several policing options for the Moncton area, then served by two municipal forces and a detachment of the RCMP on contract. A steering committee including representatives of the Solicitor General, the three police agencies, and town administrators, was formed to study three options: a regional police service, a regional agreement for sharing services, and RCMP contracted services for the entire region. As part of the study, the Moncton Police Force and the RCMP were asked to provide proposals to provide unified service to the three communities.

In December 1996, the Commission indicated that a regional, amalgamated municipal police service would be the most cost effective option, and the City Councils of both Moncton and Dieppe were willing to accept a shared local police service for the three communities. The Riverview Council, however, indicated it wished to keep its RCMP service. In April 1997, the Solicitor General of New Brunswick, citing the impasse, announced her decision that a regional RCMP force would police the three communities.

The decision took many by surprise, particularly members of the regional police services. While the RCMP proposal included a "promise to treat all affected municipal police personnel and employees in a transparent, fair and equitable manner during the transition and afterwards as members of the RCMP," no guarantees of employment were offered. The RCMP bid implied a 25 percent reduction in regional police personnel, with a complement of 127 officers policing the region compared to the combined strength of the three existing services of 177. An information sheet released by the province stated "It is anticipated that some officers may not opt for a career in the RCMP and it is hoped that they will be dealt with appropriately by the municipalities."

At the time of the announcement there were no definitive answers for affected employees to the fundamental questions about job security, buyout packages, pension arrangements, transfers out of their community and career development. Though these questions were answered in the ensuing months, many officers found the period of uncertainty extremely stressful. Though the police union was successful in delaying implementation of the takeover from the original date in October 1997, on January 18, 1998, the Codiac Regional RCMP was formed, including all but three of the incumbent sworn officers from the Moncton and Dieppe police forces. The City of Moncton council voted 3 times unanimously against the plan as presented by the Solicitor General.

While in the end almost all the officers obtained jobs in the new service, the transition to the new force involved significant issues around transfer of pensions to the RCMP plan, lack of recognition of training not conducted by the RCMP, and the availability of promotions to those unwilling to accept the RCMP's transfer policies and who were not bilingual. Inspector Jim Payne, the officer in charge of the new Codiac RCMP detachment, indicated that there were significant morale issues after the takeover. For many officers, the transition to the new employer invoked a sense of loss similar to that of a death of a close family member, something the RCMP management had not fully appreciated. For RCMP management, there was little opportunity to plan for the transition before the announcement, and legitimate questions posed by police officers on issues like pensions and transfer policies received conflicting and inaccurate responses. This was the first time an RCMP service was put in at the request of the province, but without the consent of the municipality.

No brief synopsis could do justice to the issues and events involved in the decision to adopt the RCMP as the provider of police services in Greater Moncton. Beyond the power struggle between provincial and municipal governments, significant issues included:

- the degree to which bilingual service could be supplied to a bilingual community,
- the number of officers required for adequate policing,
- an appropriate basis for comparing cost estimates when specifications differ,
- the extent to which RCMP services could or would be subsidized by the federal government,
- the degree of local control over policing costs and policies;
- and the fact that a municipal police service would be unionized while an RCMP service would not.

The change in government in New Brunswick with the June 1999 election, based in part on a campaign promise to repeal the legislation imposing RCMP police services, and indications that the anticipated cost savings have not materialized suggest that the saga of police services in Greater Moncton is not yet complete. Whatever the final outcome, no one has suggested, however, that the process followed in Moncton in 1996-97 was ideal. Perhaps the main lesson learned was the critical importance of specifying, in advance, both the appropriate selection process for a provider of police services, and the ramifications of any changes for the employees who actually deliver police services.

Cape Breton

By the time the new Regional government in Cape Breton began soliciting bids to complete the unification of regional police services in 1999, some lessons from the Moncton experience had made their way to Cape Breton, most notably that bids ought to spell out the impact of a successful bid on incumbent officers.

The regionalization of municipal governments imposed by the Nova Scotia government had taken effect August 1995, amid significant local opposition. As part of this program, seven municipal police services in Cape Breton were combined into a single police service in 1995. Rural policing in Cape Breton County remained under contract with the RCMP, though the payments for these services were routed through the budget of the regional police force.

Public hearings on policing services held in 1997 suggested that the RCMP enjoyed significant support. In 1999 the Police Commission of Cape Breton Regional government solicited bids from both the RCMP and the Cape Breton Regional Police and hired a consultant with police experience to evaluate the two bids. The process was to be regulated by guidelines promoted by

the province, including a ban on lobbying of councillors and solicitation of public support for both competing services.

Both bids contained offers to hire local officers from the unsuccessful bidder, and the RCMP bid was much clearer on the protocol for absorbing officers than was the case in Moncton. If the RCMP bid were successful, CBRPS officers would be guaranteed employment, but a no-transfer clause would only be in effect for three years. Former RCMP members interested in applying for positions with the Cape Breton Regional police force would not have their service with the RCMP counted for seniority purposes when they joined the Police Association of Nova Scotia, the union representing officers.

By most accounts, the competition split the region with a substantial segment of the public displaying loyalty to each service. One officer characterized the process as a dogfight, and allegations of dirty tactics and violations of the protocol were numerous. The total cost of the RCMP bid was lower, but substantially fewer police officers were promised, and wage setting would be beyond local control. Cost per officer was considerably higher for the RCMP than for the regional service, even before the recent wage increases were factored in. Extensive debate centred on the cost comparability of the two proposals, and whether the RCMP could provide adequate police services with their offer of 130 officers to police the region, relative to the 177 proposed by the CBRPS.

In January 2000 the matter came to a vote in Regional Council, and the council voted 14 to 7 in favour of retaining the Regional Police Service. Almost immediately after the vote, a group called "Citizens in Action" began working to overturn the decision, and the matter was reconsidered by council four times in the following months, and though support for the regional service gradually eroded, the numbers were not sufficient to overturn the decision. With the takeover of the former RCMP territory that was slated to take effect in September 2000, the CIA group continues to agitate for reconsideration of the January decision, having presented regional council with a petition claiming 34,000 signatures opposing a single law enforcement agency in the region.

While the CBRPS has secured the right to police the Cape Breton Region, the competitive process appears to have eroded the relationship between the municipal police service and the RCMP who continue to provide provincial and federal police services in the area. While by most accounts the regional service is well respected within the community, the level of controversy created by the bid process casts some doubt on the depth of public support for its local police service. Nevertheless, the current relationship between the CBRPS and the RCMP, which continues to provide provincial and federal policing services in Nova Scotia, remains professional.

On a more positive note, both union representatives and management believe that the bid process vastly improved their working relationships. More information on the cost of police operations was shared, and a greater commitment to resolve their differences developed in an effort to present a united front in support of their bid to the region. Officers in the service also report an improvement in morale since the council vote, and a renewed determination to demonstrate their competence and value to the communities they serve.

Analysis: The Impact on the Police Workforce

The employment insecurity underlying uncertainties are, to some extent, common to anyone participating in the labour market. For police services in Canada, however, these questions are relatively new, and "the rules of the game" which normally allow participants to assess the risks and choose their preferred strategies, are not necessarily well-defined in all cases. While a bidding process for policing contracts may convey cost savings for Canadian municipalities, processes that are run without clear and enforced rules in both the bidding process and in the post-decision implementation process run the risk of substantial and unanticipated costs, and deterioration in police services.

In the case of very small local forces, where the number of officers total a dozen or less, the awarding of a contract to a provincial service often happens with a minimum of upset. Changes in the Police Acts in a number of provinces have raised policing standards to the point where the cost of a small stand-alone police service becomes prohibitive. In such takeovers, officers in the former municipal force either receive a buyout package or are absorbed into the provincial detachment policing the municipality, usually at higher wages.

Problems seem to arise, however, when a large and apparently viable municipal police force is called on to submit a bid in competition with the agency providing provincial police. The cases of the Cape Breton Region of Nova Scotia, and the Greater Moncton Area of New Brunswick, by most accounts, generated significant turmoil in their communities and considerable stress among police service employees. Further, the impact of these bid processes seems to have had an impact beyond the communities involved, and may have created a legacy of mistrust that jeopardizes the required cooperative relationships between municipal, provincial and federal police services.

So while competition among goods and services providers may generally be welcomed, there is a strong sense that policing is different and the human resources implications are much more significant. When a construction company loses a contract, for example, it takes its employees and subcontractors and moves on to other bids. When a municipal police service loses its contract, it is disbanded, and most officers become the employees of the winning provincial force. If the municipal service wins, its members must still work cooperatively with the provincial force to ensure proper communications on crimes and criminals who move easily from one jurisdiction to the next. When a competitive bid process appears to be the best solution to the difficult problem of deciding which of two existing service providers to select, particular care must be paid to creating a process that ensures that the quality of police services in the longer term is not compromised.

Looking Forward

Many of the same issues were raised in Ontario as the OPP was invited by some municipalities to bid on policing service contracts. Once many of the same issues evident in Moncton and Cape Breton were recognized, representatives of all the major stakeholder groups in the policing community combined to produce a guidebook to "ensure the continuation of the highest professional standards and consistency in municipal police restructuring." Entitled *Restructuring Police Services in Ontario: A Guidebook and Resource Kit for Municipalities from Ontario's Police Community*, the interested parties developed a protocol which all could respect in the event of a competitive bid process for a municipal contract. The resource kit includes a cost proposal model to ensure that bids include costs for all required policing resources, thereby forestalling debates over the strict comparability of proposals.

Most importantly from a human resources perspective, the guidebook contains a section that spells out the details of the OPP offer of employment to both police officers and civilians. The process is made simpler by the fact that the OPP is a unionized police service, and seniority is credited to both officers and civilians for unbroken service with any Ontario police service. Pension issues tend not to be a concern since police pensions arrangements are essentially the same across Ontario. While complete certainty cannot be offered in a transition to a new employer, the Ontario guidebook at least provides a common understanding that minimized unpleasant surprises for both employee and employer. Though circumstances in other provinces may differ, a similar protocol with endorsements from all major stakeholders may assist in avoiding some of the more unfortunate outcomes associated with recent competitive bid process in the Atlantic Region. 🚓

Community Policing:
A Return to Tradition as a Response to Change

Many Canadian police services have adopted a renewed focus on community-based services. A number of sources within the policing sector have argued that the driving concept behind community policing is not new at all, but simply a return to traditional policing methods when officers 'walked the beat' and had the opportunity to know and understand the communities in which they worked on a personal basis. Defining community policing as a distinct management concept, however, began in Canada in the 1970s.

The RCMP Model for Community Policing Work

One community policing initiative that is in keeping with community-based concepts is the CAPRA Problem Solving Model, used by the RCMP. The acronym CAPRA stands for the following concepts: clients (both direct and indirect), acquiring and analysing information, partnership, response, and assessment.

In the CAPRA model, citizens, communities, taxpayers, agencies, departments, and the general public interest are all considered clients. The acquisition and analysis of information includes evidence and research. Partnerships involve community-police relations, victim relations, and multidisciplinary/inter-agency teams. The concept of response includes prevention, service, public protection, police safety, and enforcement and alternatives. Finally, assessment of police services under the CAPRA guidelines includes self-assessment, and continuous learning and improvement.

There is general agreement on the *conceptual* definition of community policing.[31] The two main components are community partnerships and a proactive problem-solving approach. However, there is little agreement on an *operational* definition of community policing.[32] The following list, compiled from various interviewees, provides key elements of an operational definition of community policing:

- The police officer's role is that of an agent designated to assist in community safety, not considered strictly as an enforcer of the law.
- The police officer must treat citizens as clients.
- Partnerships between community groups and police services are important with respect to community policing. Such partnerships facilitate the integration of

the police into the community and bring in valuable problem solving ideas.

- Community policing is a philosophy, not a program. Everyone within the organization is expected to contribute to its objectives. To facilitate this, organizations must change to allow more discretion at all levels and to encourage innovative problem solving.

At present, the extent to which police services across the country adhere to the principles of community policing varies greatly. Some police services dedicate one officer or unit to community policing, whereas others provide all policing in a community-oriented manner. The *Service de police de la Communauté urbaine de Montréal* is one police department that follows a community-based model throughout its entire jurisdiction. The service provides policing to Montreal residents based on the following five principles: problem-solving, geographical responsibility, a service approach, partnerships, and staff recognition.[33]

b   Community Policing Faces a Number of Challenges

The following list details concerns expressed by interviewees from across Canada regarding community policing initiatives:

Some mixed reviews for community policing

"We are good as any in community policing and developing relationships with the community. But we did not get additional resources to do this.

The fact that community policing initiatives are relatively new renders an assessment of the existing programs difficult."
A senior officer assesses community policing

- Police and politicians alike sometimes misunderstand the concept of community policing. One senior officer from a western city stated that the term is frequently misused and when it comes to community policing "police leadership is talking about one thing but what is actually taking place in the field is another."[34]

- Community policing can be expensive to implement and as one senior officer suggested: "Budget restraint will drive reliance on volunteers to play (increasingly) crucial roles in staffing community centres."[35]

- Police services do not necessarily have enough personnel to serve their jurisdiction according to an adequate community policing model. A group of experienced officers with a central, urban police organization expressed the concern that, although the territory

"covered by each neighbourhood police unit is relatively small," there is not a sufficient number of "officers to cover it properly because of the number who are absent on any given shift."[36] Patrol officers have some resentment, because community policing programs often draw resources away from regular patrol functions.

- Concern also exists as to whether or not police will be able to "gain the confidence" of certain communities because of historical problems between them.[37] This has led to an increased focus on communication and mediation skills during screening processes for new personnel in order to support community policing models.

- Some officers find it difficult to treat certain criminals (sexual assault suspects and impaired drivers are often cited as examples) as clients.[38]

- Assessing the impact of community policing is difficult when using traditional measures of police performance.[39] New approaches to measuring the effectiveness of policing are currently being developed, and will be adopted in more communities in the future. For example, one urban police service surveys police officers and citizens as a measure of accountability for community policing. These surveys measure the satisfaction of participants, but not whether community policing initiatives have resulted in decreased crime rates.

Community Policing Strategies:

Regina Police Service Sends Citizens to Police Academy – with Excellent Results

Among the more innovative community policing initiatives is the Regina Police Service operation of a *Citizens' Police Academy*. Introduced in March 1986, and based on a modified model used in Great Britain, the Academy is the longest running program of its kind in Canada. It was designed to serve as a vehicle to improve relations between the police and the community. By understanding police policies, practices and issues, it was believed that citizens would more readily identify with and understand the police, their role in the community and the challenges unique to law enforcement. Subsequent to their "graduation" from the Citizens' Police Academy, those citizens are able to speak with some knowledge and authority about police matters in various circumstances they encounter within the community.

The first class drew 20 participants from Regina representing a broad spectrum of the community. Candidates were selected from applicants following an advertising campaign which included a local newspaper story, a television appearance by public affairs staff from the Police Service, and posters distributed throughout the city. Each Wednesday evening for ten weeks, the group met at the Police Service Headquarters building where police officers from various areas within the Service talked to them about policing – providing insight and information on the challenges and responsibilities associated with the job. The course content given to the citizens was based on the curriculum topics presented to regular police recruits at the Saskatchewan Police College, and included Criminal Law, crime prevention, gun control, firearms handling instruction, disaster management, canine demonstrations, identification procedures, polygraph, internal affairs, cross-cultural studies, child abuse issues, alcoholism, the Young Offenders Act, drug laws, Provincial Statutes (liquor, vehicles) and Stolen Autos. Participants also received a tour of the police building and the opportunity to go on a 'Ride-a-long'.

The firearms training and Ride-a-long proved to be very popular with participants.

The Citizens' Police Academy has subsequently evolved into one of the most popular police – community programs offered by the Regina Police Service. There is a waiting list of two years of persons wanting to participate, in spite of the fact the program has not advertised for participants since the first class. The program is offered twice annually, spring and fall. After some experimentation on optimum length of the program, the number of classes have been increased from 10 to 12 weeks. There is no restriction on participation, except that an individual must go through a criminal background check. The curriculum has been modified over the years, based on critiques from participants and changes in the nature of policing and organizational development. Firearms training is still included in the curriculum because of its value in illustrating that a police decision to use lethal force is never taken lightly.

There are over 1,000 graduates of the program throughout the community, many of whom are active members in the "Citizens Police Academy Alumni". Although not originally part of the Academy's mandate, the program has proved to be an effective tool for both recruitment and media/public relations. A high participation rate among new immigrants has improved and enhanced relationships with many ethnic and visible minority communities in Regina. The alumni have proven to be competent and dedicated volunteers, often assisting in such minor but helpful roles as helping with the annual open house, conducting Headquarter tours and acting as volunteer guides. Alumni have provided role-playing support for constable (and SWAT team) training exercises, playing the parts of distraught victims or difficult clients. As well, alumni act as 'ambassadors' for the police in the community, and serving in a support capacity for numerous activities and functions such as the Old-timers Hockey and Baseball Benefit Games, community surveys, and a conference of the Canadian Association of Police Chiefs held in Regina.

From interviews with Sgt. Dave Wyatt
Regina Police Service – August 2000

Impact of Technological Change is Felt Throughout Policing Services

Advances in computer technology have had as great an impact on the policing sector as they have on the rest of society and the economy. Improvements in electronic hardware and equipment such as new, tougher laptops that can withstand the rigours of police work (i.e. being in a police car in all sorts of weather, being moved around a great deal, etc.), photo radar technology and palm-sized computers have all emerged recently to augment the standard policing tools and assist officers in the field. New software has been developed which can analyse investigative evidence, provide crime mapping by tracking incident links and patterns, maintain paperless case files, and support new wide band communications and voice recognition systems. There have also been a number of scientific advances in forensic approaches – such as DNA testing – the impact of which has been felt throughout the judicial system.

Some of the larger police services now have laptops in all the police cars to supplement cutting- edge communication systems. The Toronto Police Service and the Ottawa Police Service, for example, currently provide notebook computers to officers in police cars. Both organizations installed these as part of a new communications infrastructure.[40] Improved technology tools are a potential boon to the enhancement of policing services in Canada.

C-Com offers police high-speed Web access on the fly

C-Com Satellite System Inc. of Ottawa has created a mobile Internet service that gives high-speed Web access from anywhere. "In effect, (a vehicle) becomes a mobile office, where you can browse the Internet at high speed, receive and send e-mail, and receive all other Internet services," the company says. The lower cost makes it affordable for such organizations as the Royal Canadian Mounted Police, allowing them Web access while their vehicle is zooming down the highway.

Jill Vardy
Financial Post
August 17, 2000

As well, some police departments in the US and Canada are doing very progressive work in adapting web-based solutions and internal Intranet access to more effectively manage, access and disseminate information to those who need it immediately – both police officers and the public.[41] With the new wireless and digital communications software in development, officers working in police cars will be able to have access to various databases that will allow them to have remote access to suspect's history, compare fingerprints, and more.[42]

▭ Technology use in policing is still fairly limited

The introduction and successful implementation of technology use still varies considerably from one police service to another. Typically, the larger police services have more up-to-date technology than do the smaller services, but progressive leadership in some small municipal services has resulted in their early adoption of the latest technology. Some police services are using top-of-the-line computer hardware systems and have successfully integrated the latest in information technology, while other police services are using very old computers or still maintaining manual and paper-based information management systems. It is not unusual in some police services for only one or two computers to be available for officers working on patrol. Officers in these services generally still write out their reports by hand and require administrative staff to later type up their reports, which adds considerably to the risk of transcription errors.

▭ Technology use is not always standardized

Even among different units or divisions within the same police service, in general, investigations and other specialty units tend to have better and more up-to-date technology than patrol units. Also, where accessibility to new technology is limited by budget restrictions, the newest and best equipment is generally allocated to regular members before civilians.

This can have an adverse effect on staff morale, frustrating some civilians who believe that their work is considered less important in comparison to the officers. Many suggested that they are prevented from working as effectively as they could simply because they are not given access to the best technology. Among all the civilians interviewed, the complaint was widespread that the technology

they were using was sub-standard and/or inferior to that used by officers. Access to leading edge technology is also complicated by Canada's vast geography and the challenges of providing network access in rural and remote regions.

This lack of standards also hinders efforts to share information and intelligence electronically. Efforts such as the Integrated Justice Project in Ontario, which will improve information links among members of Ontario's justice community, have taken longer to implement than originally forecast due to such difficulties. The inability to share information in a timely and efficient manner reduces the potential effectiveness of the police.

♭ Technology implementation alone does not make police work easier or more effective

Although new technologies are designed to increase the effectiveness of police officers by providing them with better information faster, this isn't always the case in practice. Officers may not be sufficiently trained on how to use the new technology and processes may not have been fully integrated to support the new technology (i.e. reports can be typed on their laptops in police cars, but only printed in specific, fixed locations).

Many senior officers acknowledged the need for their staff to have access to the latest technology, but indicated they could not stay current within the restrictions imposed upon their operating and capital expenditure budgets. Even larger agencies, which generally possess larger operating budgets, face the same limitations since they have more computer equipment to purchase.

♭ Technology training – you have to know how to work it

Technology training is also an issue, with both regular members and civilians interviewed complaining that they had not received sufficient training on new technology. As a result, they felt they were not using the new technology to its full capacity and were frustrated at the resulting inefficiency. Many young officers were particularly discouraged by the lack of access to technology, saying they expected to be using more technology tools than they actually are. In some instances, officers said they felt a computer actually slowed down their work because they had to spend so much time figuring out how to use it. HR directors believed it was a challenge for most police services to keep up with technology training. The larger police services especially said how hard it was to train their entire staff on new technology not only because they had so many people to train but had the additional challenge and expense of providing training to staff who are geographically dispersed.

The Human Face of Policing in Canada

The widespread adoption of the community policing philosophy, general social trends, and legislative requirements resulting in more inclusive hiring and employment practices, have all had a clear impact on the employment profile of police services. There are two areas in which the impact of these influences has been most obvious: the increased participation of women in front-line policing and, to a lesser extent, changes in police management practices. In addition, trends toward increased employment of visible minorities, and the fact that police officers have higher levels of educational attainment, have contributed to a broader resource and experience base for police organizations committed to community policing principles.

This chapter looks at some of the influences on the character of police sector employment, including some of the motivations for and implications of recent change, and highlights opportunities for police services to shape their workforces to meet current and future challenges.

> THE PUBLIC FACE OF POLICE SERVICES IS CHANGING TO REFLECT THE INCREASING DIVERSITY OF THE CANADIAN POPULATION.

Changing the Organizational Culture

The culture of Canadian police services has clearly changed over the last 20 years and will continue to evolve as the underlying concepts and philosophies of policing continue to evolve. The *culture* of an organization refers to the range of attitudes and behaviour considered acceptable in everyday dealings with others in the organization and with the public. While the para-military heritage of police is still clearly evident in police organizations – notably in the uniforms and dress codes, and the rank structure – police culture has undergone considerable evolution and transformation in recent decades. While many of the police services visited indicated that there were still "pockets of resistance to change," most often among older officers, these views are often seen as being out of step with the police service of the future. Decision processes are becoming more open to the views of individuals or groups who must implement new procedures or work with new equipment, and strict "command and control" decision-making is becoming more rare.[43]

Coping with Constant Change

For the most part, police organizations have responded to change in a positive way. "Officers are prepared to make change. Our organization has experienced constant change over the past few years."

Comment from a police association representative at a central, urban police service

A Note on Our Methodology and Data Sources

A note on the nature of the data before proceeding may avoid some unnecessary confusion. By using data from several sources, a composite picture emerges. Readers should note however, that each data source has its own strengths and weaknesses, and differences in collection methods and definitions mean that total employment measures do not necessarily come out equal across all data sources. The primary sources used here included data from the 1996 Census of Canada, data from several years of the Police Administration Annual Survey (PAAS) collected by the Canadian Centre for Justice Statistics, and a special survey conducted by PricewaterhouseCoopers for this study in the Spring of 2000. The PwC survey adopted the occupation definitions of the PAAS survey to minimize confusion for respondents.

Some of the following information on demographics is drawn from the 1996 Census of Canada. While undoubtedly the most extensive and detailed source of information on the Canadian population, the drawback of the Census for this study is that it does not break out public policing services as a separate industry. Instead, policing services are included in the general categories of municipal, provincial and federal government service industries. The only way to extract information on the policing sector is to focus on occupations, and there we are limited to two occupational groups whose members are employed primarily by police services – commissioned police officers and non-commissioned police officers.

A look at the employment totals from the Census compared with that from the PAAS suggests that the census definition of commissioned officers is roughly equivalent to the Senior Officer category as defined in both the PAAS and the PwC HR Survey of Police.

As external forces continue to drive changes within the policing sector, the culture of police organizations is shifting to allow services to move to new modes of operation and a new understanding of the role of police in the community. While retaining many traditional police service values such as integrity and a strong sense of public service, police organizations are working to become more open to partnerships with citizen groups and other agencies. A number of services have organized joint committees to assess new technologies or equipment; civilians have become accepted as providing valuable expertise in some of these areas. The public face of police services is changing to reflect the increasing diversity of the Canadian population. These changes have sometimes been viewed as threats to certain individuals and groups, and to some extent it must be recognized that not all have gained from these changes. Gradually, however, police services in Canada are evolving to adapt to a deeper understanding of what it takes to preserve the peace in Canadian society.

A Greater Role for Volunteers in the Community Policing Model

Before turning to the characteristics of those formally employed in Canada's police services, the role of volunteers in police services should be acknowledged. As police move to community policing models (as discussed in the *Operating Environment* chapter), they are increasingly working in conjunction with volunteers to adequately provide a more full range of social services to the public. While encouraging and increasing the role of volunteers is not the only route to implementing a more community-oriented police service, volunteers are frequently an important bridge into the communities they serve. By actively developing relationships with local volunteers and service agencies, police are able to expand the range of services, remedies and treatments offered to persons with whom they come into contact. While the value of volunteers is generally acknowledged within the police community, careful definition of their role and adequate training for these roles is regarded as critical for making effective use of these resources.

Why do many police services actively solicit volunteer help? Police are often the first point of contact for persons that require help, even though many of the requests are for social or emergency interventions that are not the responsibility of police beyond first response. Both partnerships and volunteers tend to expand the resources police services can draw upon, and the programs themselves build police capital in the form of persons who have a better understanding of what police need to do in their communities.

A number of community policing techniques tend to involve and benefit from trained volunteers, particularly in assisting at community satellite offices, supporting neighbourhood watch initiatives and coordination, maintaining other crime prevention initiatives, and in staffing victim services units. With police support and training, volunteers can answer questions about the police service, take police reports on minor incidents, analyse crime statistics for their area, and assist with the information and assistance needs of crime victims. Some volunteer programs are aimed at working with young people who are at risk of breaking the law. Others help in various sections located in the main police stations or in the Court Liaison Section at the local Court House.

The use of police auxiliaries, uniformed volunteers who assist police officers in riding along on patrols or in assisting in crowd control in public gatherings, remains a somewhat controversial practice. In many cases auxiliaries assist in ways that allow officers to focus their work on areas for which they are specifically trained, but they become controversial when by accident or intent, the roles of auxiliary staff become blurred with that of regularly trained police officers. The tendency to confuse the roles is

Getting the right person in the right job at the right time – Why the OPP recruits volunteers

The recruitment of volunteers, regardless of the function to be filled, should be considered as important as the recruitment of paid staff. We recruit volunteers to:

- Create ownership within communities
- Keep the Community Policing commitment alive
- Seek new ideas
- Get the work done
- Distribute the workload

From the OPP Community Policing "How we do it" manual

heightened when auxiliaries are given uniforms that are virtually indistinguishable to the public eye from those of regular officers. Problems arise when, in an emergency, an auxiliary is expected by the public to perform to the standard of a regular officer, and good intentions cannot make up for their lack of police skills or training. Police associations have long held the view that auxiliaries can serve as a useful form of volunteer service, but they should not be dressed as regular sworn police officers and should not be used to create an illusion of a greater fully-trained police presence than actually exists.

Most police services require auxiliaries and volunteers to undergo a thorough screening process (including background and reference checks) and an interview. Creating and maintaining professional relationships with volunteers allows police personnel to focus on their core competencies related to policing and to rely on volunteers to help them manage social and economic problems as well as individual and community support needs.

A common objective for incorporating the skills of volunteers into policing responsibilities is to develop a strong complement of supplemental and complementary services which would benefit from volunteer help, such as Victim Services Units. Volunteers who work directly with the police in providing such services, are often more easily able, and have the time, to develop a rapport with other organizations and clients.

The HR survey asked police services to indicate how many auxiliaries and other volunteers augmented police resources in one form or another. Of the 387 police organizations and RCMP detachments that responded to the survey, 234, or 60 percent, indicated that they had at least one auxiliary or volunteer helping the organization. Roughly one in four of these volunteers were serving as auxiliaries, augmenting or assisting the officers in those organizations at a ratio of one auxiliary per eight police officers. The remaining three-quarters of volunteers were assisting in capacities other than auxiliary policing, in areas such as victim services, neighbourhood watch or community relations offices. In total, among organizations that indicated they used volunteers, there was an average of one volunteer for every two police officers in the organization.

Because the survey provides only a current snapshot of police services human resources, the evidence that the number and role of volunteers in police services is expanding is largely anecdotal. Many services visited indi-cated that they had only recently set up or expanded volunteer programs. Establishing a time trend would require repeated survey data or equivalent data gathering methods.

Interviews with volunteers and paid civilian employees of police services suggest that expanding the role of volunteers is welcomed, though there are some concerns about the amount of resources available to train, coordinate, and make effective use of volunteer help. The investment in training volunteers is often considerable for a police service. Many services have developed their own training programs for volunteers, often borrowing materials and expertise from other services with reputations for strong and effective volunteer programs. Some volunteers and officers in charge of volunteer programs suggested that these programs could be made more effective if there were more opportunities to compare experiences and best practices with similar organizations around the country. The key to retaining volunteers, and thus minimizing the cost of re-training, is to ensure that the volunteer gets some sense of satisfaction from their efforts.

Our review suggests that relatively little research has been done or widely shared on the effectiveness of volunteer programs. There is little data on best practices that ensure these programs are well-run and meet the objective of the public, the police service, and those donating their time and talents. Improved communications among those responsible for these programs and some form of clearinghouse for recruiting and training materials, and best practices would be welcomed by those actively involved in these programs.

FIGURE 4

Employment in Canadian Police Services, 1962-2000

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics, Statistics Canada.

Current Employment Levels in Policing

As of June 2000, the public policing sector provided 76,550 full time equivalent positions, including 56,020 sworn officers and 20,530 supporting personnel or civilians.[44] Figure 4 shows that total employment in public policing grew steadily through the 1960s and 1970s, followed by a period of more uneven growth through the 1980s and 1990s, as the effects of several economic downturns hit public budgets and outlays for policing. While police sector employment has increased in the last several years, employment has not yet regained the peak of 77,051, attained in 1992.

b   Police Officers by Province, Territory and Police Service

Table 1 shows the distribution of police personnel by municipal, provincial, and federal policing, and the role that the RCMP plays in each level of policing. Combining data from both RCMP and non-RCMP police services shows that two-thirds of Canada's police officers are engaged in municipal policing, 24 percent are considered provincial police, and 8 percent are federal police officers. Two percent of police officers are employed by the RCMP in such areas as National Police Services and Departmental and Divisional Administration. While the RCMP accounts for just over one quarter of all police officers, the RCMP accounts for over half the police officers in six provinces, including nearly 70 percent of police officers in British Columbia.

Table 1: Federal, Provincial and Municipal Police Officers in 2000

| | Total | Non-RCMP | | RCMP | | | | | RCMP % of total |
		Municipal	Provincial	Municipal	Provincial*	Federal	Other	Total	
Newfoundland	772	–	313	–	373	69	17	459	59.5
Prince Edward Island	205	84	–	7	88	21	5	121	59.0
Nova Scotia	1,600	731	–	58	644	142	25	869	54.3
New Brunswick	1,309	478	–	190	492	109	40	831	63.5
Québec	13,835	9,132	3,768	–	–	915	20	935	6.8
Ontario	21,637	16,145	3,925	–	–	1,473	94	1,567	7.2
Manitoba	2,142	1,280	–	172	512	152	26	862	40.2
Saskatchewan	1,864	792	–	202	634	194	42	1,072	57.5
Alberta	4,613	2,762	–	666	881	262	42	1,851	40.1
British Columbia	6,708	2,116	–	2,524	1,347	592	129	4,592	68.5
Yukon	120	–	–	–	82	27	11	120	100.0
Northwest Territories	154	–	–	–	132	11	11	154	100
Nunavut	86	–	–	–	76	4	6	86	100
RCMP HQ	975	–	–	–	–	370	605	975	
Total	56,020	33,520	8,006	3,819	5,261	4,341	1,073	14,494	25.9
RCMP % of Total	100	59.8	14.3	6.8	9.4	7.7	1.9	25.9	

* Figures may contain FTEs assigned to municipal policing.

Source: PAAS Survey 2000, Police Resources in Canada, 2000, Canadian Centre for Justice Statistics, cat no 85-225-XIE.

b   Police Officer to Population Ratios

Policing was not spared in the general trend toward public spending restraint precipitated by large public sector budget deficits in the 1980s and 1990s. The question of adequate staffing levels is a particularly troublesome issue for police organizations. One of the most common ways to measure the adequacy of police coverage is to compare changes in policing levels, (shown as the number of sworn officers per one hundred thousand persons, though this ratio is often inverted to indicate the number of persons per officer). As seen in Figure 5, in the 1960s there were fewer than 145 police officers per 100,000 (or one officer for every 711 people), a ratio that rose to approximately 200 officers in the mid 1970s, where it remained till the early 1990s. In 2000, the national average was 182 officers per 100,000 persons, down from 203 in 1991. In terms of population per officer, the police strength declined from one in 494 persons in 1991 to one in 549 in 2000.

Simple ratios are not likely to tell the whole story, and it would be difficult to conclude that policing is more adequate in one province compared to another simply because there are more police officers per capita. As seen in Figure 6, the number of officers per capita varies quite substantially by province in 2000, ranging from Newfoundland with 143 officers per 100,000, to the 188 officers per 100,000 persons in Québec. In 2000, all provinces except Prince Edward Island, New Brunswick and Nova Scotia had employment levels of police officers below levels of the early 1990s. The policing ratios in the Territories raise another dimension of the adequate policing issue – the degree to which the population is dispersed over an area that can be reasonably patrolled. While demand for police services is relatively high in the Territories, some of the high concentration of officers is due to the fact that the population is located in a relatively large number of very small and disparate communities.

FIGURE 5
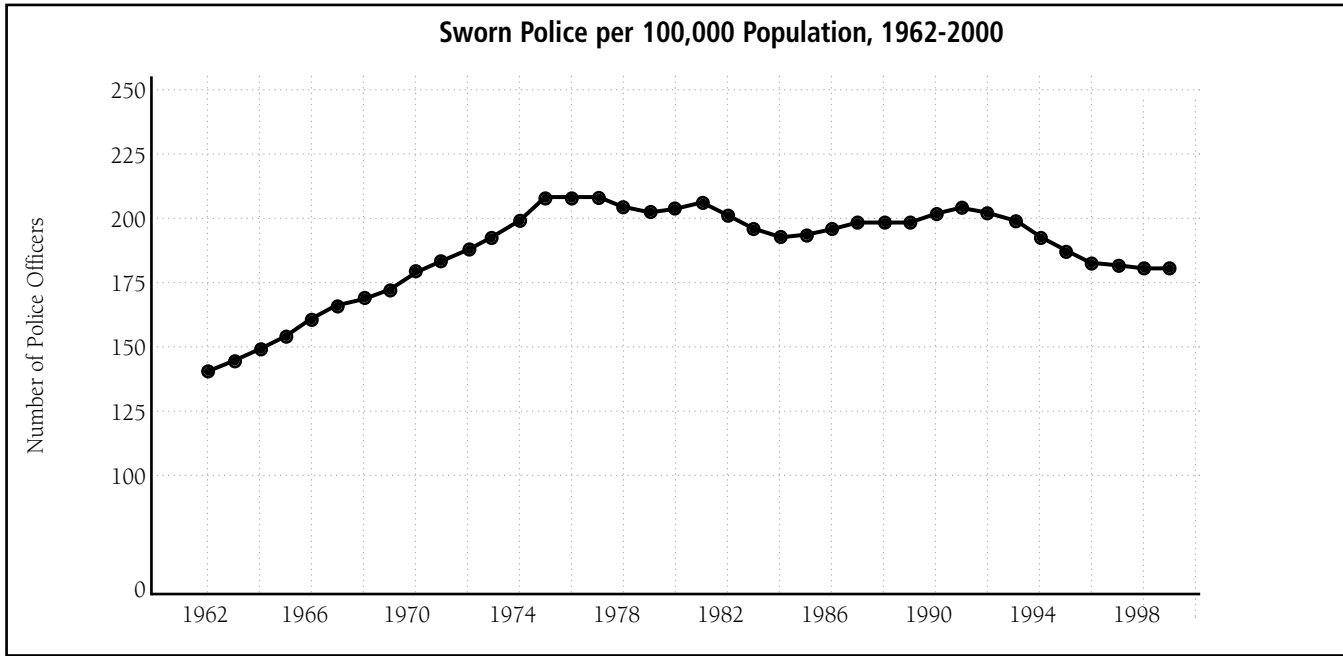
Sworn Police per 100,000 Population, 1962-2000

FIGURE 6

Employment in Canadian Police Services, 1986-2000
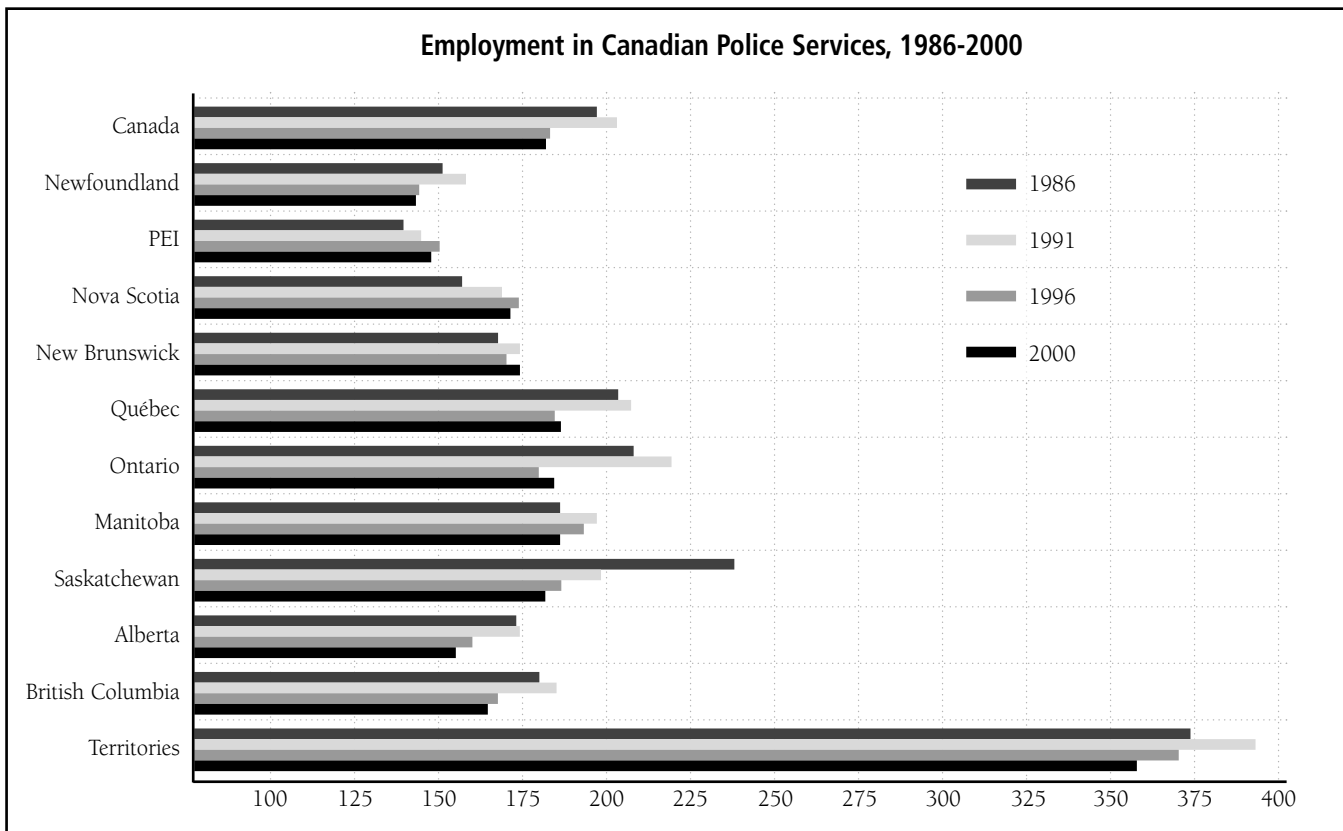
NOTE: Labels indicate the number of officers per 1000,000 population in 2000.

When interpreting the trends in the number of officers per capita, it is important to consider that police officers in most organizations are now more focussed on duties that take advantage of specialized police training, and less on administrative and clerical functions. In part, to cope with more scrutiny of their spending, police organizations have tried a number of different strategies including redefining their core policing role, using civilian expertise to fill specific skill gaps, and divesting themselves of certain functions such as monitoring parking violations and other by-law enforcement through subcontracting to private policing/security agencies. This allows officers to devote more of their time to actual policing duties. In the current context, simple ratios tend not to be enough to convince oversight authorities of the need for additional personnel strength. At the same time, the nature of the service makes it difficult to demonstrate the precise impact of one or more additional officers on public safety and well-being.

In response to challenges on methods of determining adequate level of police staff, some police services have adopted *Personnel Strength Assessment Strategies* (see case study which follows) that give police managers the data they need to justify the resource increases they must seek in order to maintain current levels of service.

Ultimately the issue of adequate staffing devolves to taxpayers and the collective tradeoffs between keeping tax dollars in their pockets and spending them on public safety. Policing must also compete with other spending priorities, including health care and education. The reality may well be that no significant increase in police budgets is likely unless public safety becomes a higher-priority public issue and politicians can campaign successfully on the need to expand police budgets.

Personnel Strength Assessment Projects – a Case Study

The Vancouver City Police Force faces the same financial accountability and fiscal restraint issues of municipal police services across Canada. Each year, they must justify to elected officials not only their current levels of spending and staff complements, but face close scrutiny for any requests they have for resource increases.

In Vancouver, this process had become difficult. City councillors looked at media and statistical reports that crime was dropping and were not only refusing requests for additional financing, but aggressively asking police officials why they weren't reducing current levels of spending. Anecdotal evidence of the additional pressures for time and technological support were unconvincing to councillors seeking to do more with less. The Police Management sought equally compelling data to back their long term budget planning.

The strategy they adopted was the development of an *Authorized Strength Project* – a system to more quantitatively document workload changes for police personnel in order to justify how and why tax resources were being spent. The Vancouver Authorized Strength Project has three distinct components.

Workload Documentation reporting: Managers in all police units (patrol, sexual assault, fraud, et. al.) were asked to document the changes in day-to-day workload and job functions occurring in their jurisdictions – whether these were quantitative data reports (increased intake time, for example) or perceptions of changes (victim interviews take longer). The results – both data and narrative reports – will be compiled to justify budget requests. In its initial year, managers were provided with guidelines of the types of information to include in their reports. After first results are compiled, a template report will be developed and distributed to make subsequent reporting less burdensome. The first results of this phase are expected to be ready for inclusion in the 2001 budget projections.

Quantitative Data Analysis of Caseloads: Officers have been required to document their involvement in each case they respond to. As soon as an officer is dispatched by 911, the time of arrival, the time to complete activities and the closure of file are all recorded as a usual practice. Without adding any workload to the individual constable, these data can be examined for increases in processing time and changes in a constable's workload. There are limitations to the data (not all time and effort an officer devotes to paperwork is accurately recorded) but it is anticipated the data will yield measurable results for the 2001 Budget submissions.

Content Analysis of Reports: Before any charge can be laid, there are a series of documented reports that are required to be prepared for submission to Crown Counsel. Vancouver Police hypothesized that these reports would reveal significant changes in the impact on police activities over time. Looking at a statistical sample of 20 – 25 variables from these reports, the force looked for evidence in changing demands for such things as number of charges laid at the same time, number of victims affected, number of attachments and reports from other agencies (welfare, social services), increased for interpretation services – which all represent workload increases for police officers. The force developed a methodology for measuring these changes. They are currently running a pilot project to examine 100 reports since 1991 to test the viability of the database. Early indications are that the results will show significant changes, but they do not anticipate fully tested and verified data to be available until 2002.

The Vancouver police force is pleased with their results to date and is confident that the availability of tested, measurable and quantitative data showing the impact of increased workloads for police services will help it to justify its long term budgetary planning and maintain current levels of service. 🚔

Civilianization and Occupational Shifts in Police Services

"Civilianization" – or the increased reliance on civilian personnel in providing police services – began in earnest in Canadian policing in the 1970s, and then slowed considerably in the mid-1980s. The proportion of sworn personnel as a percentage of total police employees (see Figure 7) has remained at roughly 74 per cent since 1986. In 1963, just over 82 per cent of police service employees were sworn officers, though by 1987 this proportion had declined to 73 per cent. Since then, the sworn officer to civilian ratio has been roughly three to one, and civilian employment has levelled off at roughly 20,000. Over the longer term, civilians account for approximately 26 per cent of police personnel, whereas in 1962, they accounted for only 18 per cent.[45]

Not only has the proportion of civilians in police organizations increased over time, there are more professional and managerial civilian employees, particularly in areas such as finance and administration and human resources. This has generated some concern within the ranks of sworn personnel, who see the shift in the number of these positions being exclusively reserved for them as limiting their career progression potential. Figure 7 shows that the proportion of staff in the Management and Professional category rose from 0.6 per cent of the workforce in 1986 to 4.8 per cent in 1999. Over the same period, the proportion of senior officers dropped from 22.6 per cent to 20.6 per cent.

The proportion of the two other major civilian categories, Communication/Dispatch and Clerical have remained fairly constant over the last decade. The 1986 to 1991 period was marked by a shift of staff out of the "Other Personnel" category and a growth in the number of the clerical positions, but this shift appears to result from adopting new personnel categories, rather than a major shift in skill requirements or work practices.

Despite the statistical evidence showing that there has been no significant change in the overall balance between officers and civilians in police services in recent years, the expansion of the management and professional category and the shrinking of the senior officers category probably tells the more accurate tale. Site visits and other interviews indicated that the perception was that the trend toward increased use of civilians was continuing.

Staffing more senior human resources positions with civilians has been especially controversial for some police services, largely because many officers believe that issues related to promotion and training can only be handled by someone who knows what it is like to be a police officer. Using civilians to staff any senior position is perceived to reduce the number of promotions available to police officers, and eliminate a position for an officer unable to continue in patrol duty or physically demanding roles until retirement. Although most police officer interviewees claimed not to be worried for themselves, they did

FIGURE 7
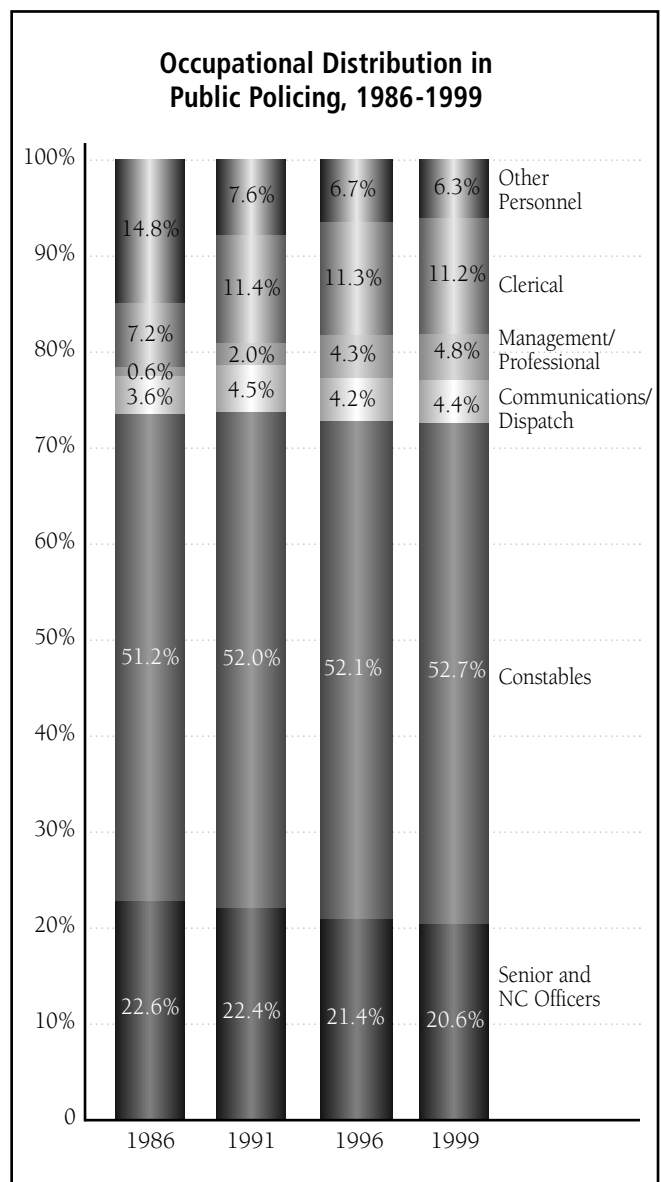
Occupational Distribution in Public Policing, 1986-1999

	1986	1991	1996	1999	
Other Personnel	14.8%	7.6%	6.7%	6.3%	
Clerical		11.4%	11.3%	11.2%	
Management/Professional	7.2%	2.0%	4.3%	4.8%	
Communications/Dispatch	0.6% / 3.6%	4.5%	4.2%	4.4%	
Constables	51.2%	52.0%	52.1%	52.7%	
Senior and NC Officers	22.6%	22.4%	21.4%	20.6%	

not see the need for increased civilization and "really hate to lose positions" to civilians. This is of particular concern with an ageing workforce that must accommodate officers who may be unable to perform normal duties. Many positions that are now civilianized were once used as 'light-duty' positions for ageing and injured officers. This is not just a concern of officers, however, since police services, like other employers, have a duty to accommodate those who through illness, injury or physical degeneration can no longer perform all the regular duties expected of an officer at the time of hiring. (This issue will be discussed further in the *Human Resource Practices* chapter of this report)

Civilianization has had a number of other impacts upon the Canadian policing sector. For some, using civilians in place of relatively higher paid police officers can save money for police services already suffering from resource constraint. On the other hand, many of the officers and union representatives interviewed concede that the trend toward civilianization is a positive one, as long as the jobs of police officers remain secure. While patrol experience may provide some insight in doing some of these jobs in a more insightful way, it is not clear how the extensive training provided to police officers is used effectively in some positions such as Finance, general administration or human resource development or management. Staff with professional training in particular disciplines such as accounting or human resources management bring expertise in and knowledge of modern practices that sworn personnel coming through the ranks might find it difficult to acquire.

While the appropriate balance of civilians and trained police officers may now have been reached in most police services, organizations may continue to face issues of combining officers and civilians into a team in which both groups are considered vital to the overall functioning of the service. Civilians continue to express concern over perceived differences in pay, promotional opportunities and status between civilians and police officers. Many civilians appointed to senior positions are subjected to significant backlash and questions on the legitimacy of their work or status in the organization. Nevertheless, while civilians interviewed believe that the rate of change is slow, they generally acknowledged that police culture is changing for the better and civilians are more accepted than they have ever been. Additional detail and discussion on the role and working conditions of civilians within police services is provided in the next chapter.

Characteristics of the Police Workforce

A look at the demographic characteristics of current police employment shows that some of the changes that have occurred in Canadian society are also reflected in the police workforce. An examination of age, gender, minority status, and education levels shows that as officers retire, they are being replaced by a more diverse and formally educated cohort of police officers.

♭ Increasing Numbers of Female Police Officers

One of the most obvious changes in the face of public policing in the last 20 years has been the increase in the number of female police officers. Although males continue to dominate all sworn police officer ranks, the proportion of female officers has been increasing for the last three decades as seen in Figure 8. In 1970, 0.5 per cent of all police officers were female. By 1980, that proportion had quadrupled to 2.2 per cent. From there the female proportion increased to 6.4 per cent during the 1980s, and doubled in the 1990s to reach 12.9 per cent of police officers in 1999. To some extent, this growth was a delayed reaction to the substantial rise in female participation in the labour force during the 1960 and 1970s, but police services were not typically at the leading edge of the growth in the employment of women, particularly in police officer occupations.

♭ The Number of Female Senior Officers is Increasing

Women are participating in all aspects of policing, and their greater numbers in middle and senior management ranks is due in no small part to their rising levels of experience and demonstrated capacity to lead. The proportion of females among non-commissioned officers (such as corporals and sergeants) is still much smaller than males at all ranks, but their numbers have been growing in recent years. The number and proportion of females in the ranks between constable and inspector rose about ten fold between 1986 and 1999, with females holding 4.7 per cent of such non-commissioned officer positions in 1999, up from 0.5 per cent in 1986.

At the most senior officer levels of police organizations, trends toward increased female representation is also evident, though again the numbers and percentages are still relatively small. Across Canada, there were six female senior officers – those holding the rank of lieutenant or higher, including police chiefs – in 1986, 48 in 1998, and

FIGURE 8
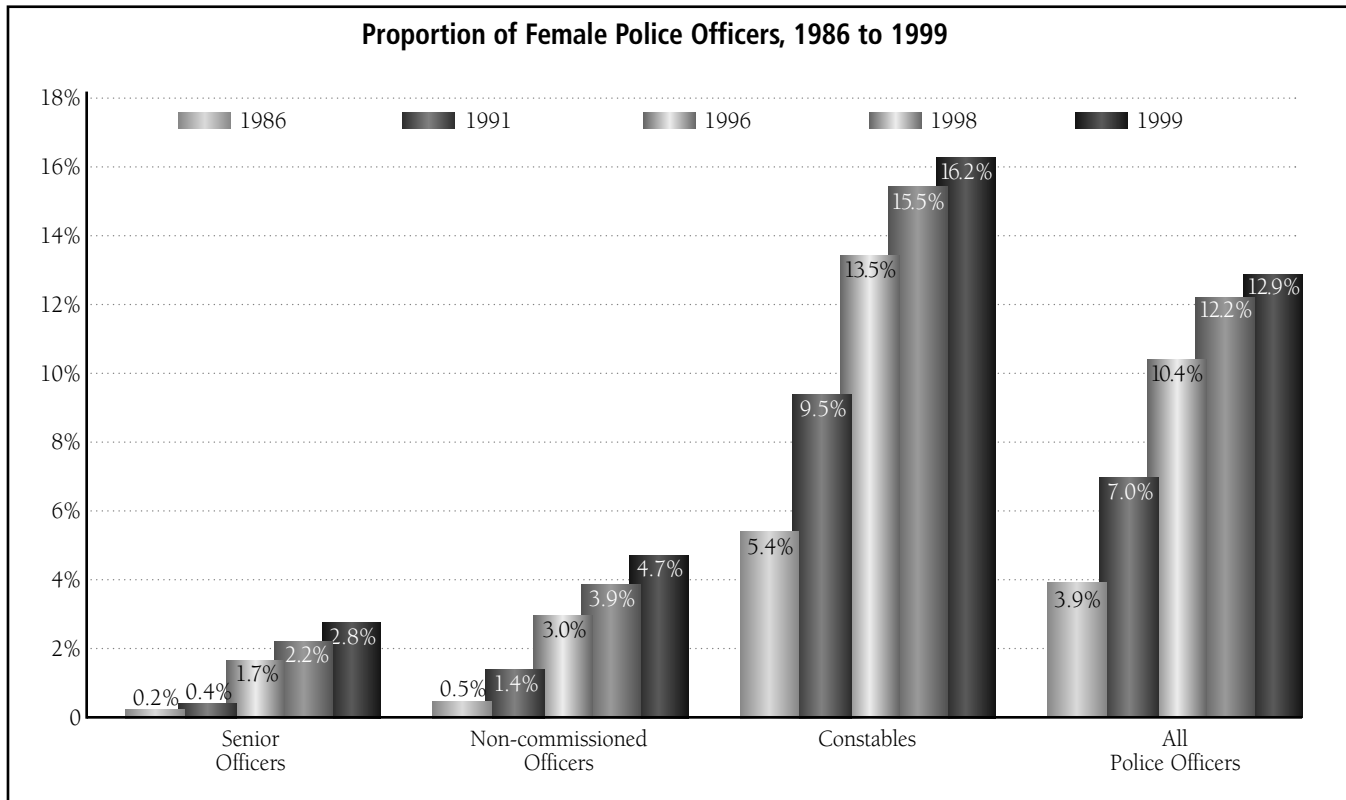
Proportion of Female Police Officers, 1986 to 1999

Legend: 1986 — 1991 — 1996 — 1998 — 1999

Senior Officers: 0.2%, 0.4%, 1.7%, 2.2%, 2.8%

Non-commissioned Officers: 0.5%, 1.4%, 3.0%, 3.9%, 4.7%

Constables: 5.4%, 9.5%, 13.5%, 15.5%, 16.2%

All Police Officers: 3.9%, 7.0%, 10.4%, 12.2%, 12.9%

Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics, Statistics Canada

60 in 1999. Over this period, the proportion of female senior officers has grown even more rapidly, from 0.2 per cent in 1986 to 2.8 per cent in 1999, due to the overall reduction in the number of senior officer positions during the period.

Despite these increases, police occupations continue to be male-dominated. The proportion of females in police occupations still lags well behind the more general trend in female participation in the workforce. As the data from the 1996 Census of Canada (Figure 9) show, females constituted 46 per cent of both the national labour force and that of governments at all levels. Among sworn police officers, however, females constitute 8.7 per cent of commissioned officers and 12.8 per cent of non-commissioned, for a combined percentage of 12.5 per cent of all sworn officers. Relative to fire fighters, another traditionally male-dominated profession, police services have been more successful in increasing the proportion of women in the ranks. In 1996, only about 1 percent of fire fighters were women.

Measuring the proportion of female police officers against the overall proportion of females in the labour force

applies a very high standard, given that in 1980 there were just over 1,000 female officers and 98 percent of police officers were male. Since relatively few police officers quit their jobs, are laid off or dismissed, the major reasons for new hiring are to replace retiring officers or to increase the total number of officers. Between 1980 and 2000, the number of police officers increased by just over 6,170 from 49,841 to 56,020 according to the PAAS for 2000. During this period, the number of female officers increased by 6,566. While we do not know the total number of new hires into policing over the last twenty years, the opportunities for women to pursue careers in policing have clearly advanced rapidly over the last two decades.

The proportion of females among sworn officers at all levels is expected to continue to rise in the coming decade, assuming that police wages and working conditions are attractive to female candidates. Given the current demographics of police services, the greatest proportion of those eligible to retire in the next 10 years will be male. Since retirements are expected to be the major type of outflow from active policing duty, the proportion of female police officers is bound to continue to increase.

FIGURE 9

Females in the Labour Force
Police Occupations Compared to All Government and Economy
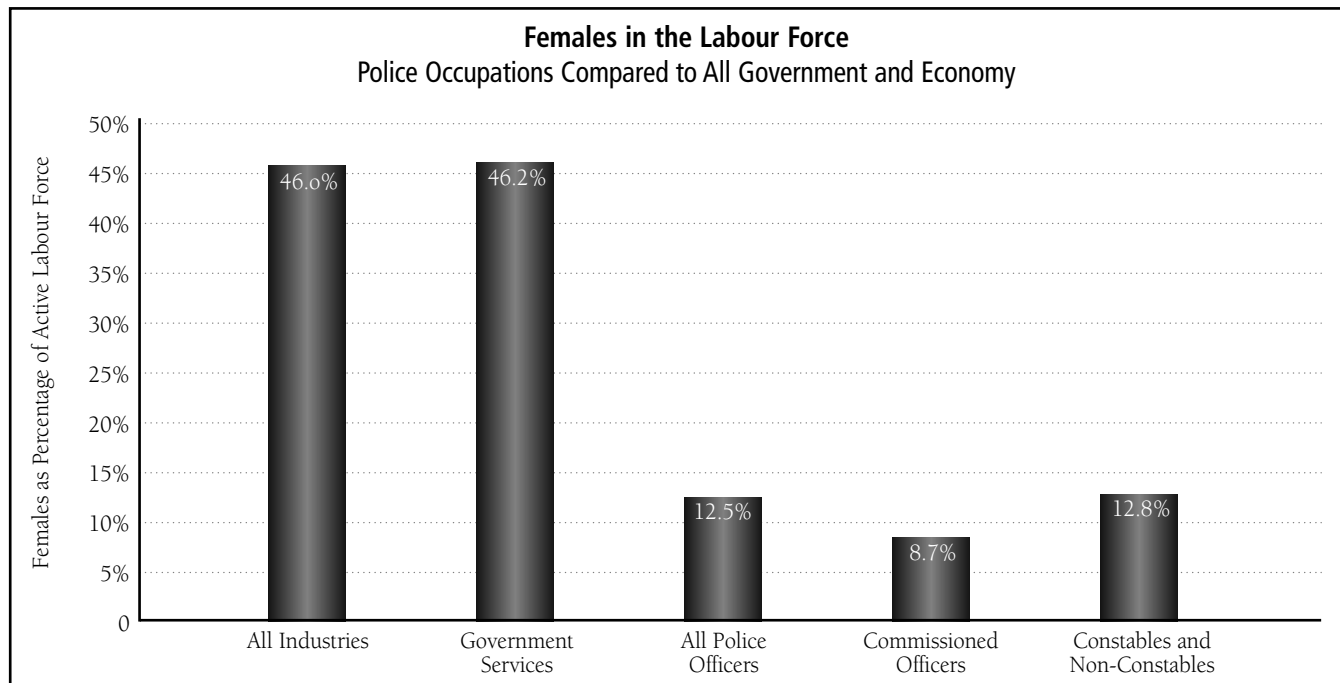
Source: 1996 Census, Statistics Canada

b Accepting Employment Diversity in Police Services

In the past, the dominant police culture was not always equally accepting of civilians, auxiliaries, volunteers, female officers, officers with post-secondary education, and ethnic minorities. This is changing. Negative attitudes are neither as evident nor widespread as they once were, though distrust (and sometimes even bias) towards these members of the police community may linger in some areas.

Policing was traditionally a male-dominated sector, with the majority of female employees found primarily in civilian positions and administrative support roles. In the last few decades, as women began joining the police services as sworn personnel in greater numbers, they often experienced overt discrimination from male employees. One of the benefits of the ongoing evolution of police culture is that attitudes are becoming more accepting towards and accommodating of female personnel. Female officers remain somewhat pragmatic about the rate of change; in one large urban police service, female officers pointed out that some male officers still object to being paired with female patrol partners, believing it puts them at potential risk. The female officers stated that some of their male counterparts consider being assigned a woman partner to be a disadvantage, convinced that "being paired with a women is like patrolling alone because they cannot

Some female officers still feel pressure to "prove" themselves

The experience of Anne Mathieu, a four-year veteran of the Sûreté du Québec (SQ), demonstrates the subtle discrimination that many female officers currently face. Although Ms. Mathieu was welcomed warmly when she entered the SQ, she stated that she was always under such great surveillance that she felt spied upon. She also asserts that she always had to prove herself and was expected to work harder than her male colleagues to maintain their respect.

Source: Institut de police du Québec, *S'unir pour grandir ensemble, 2000*

depend on them in case of a call."[46] Though overt forms of discrimination or bias is less frequent than in the past, where residual discrimination is still identified, it tends to be covert and systemic.

Lingering resentment related to the full participation of women in police services continues to be an issue for Police Associations and senior management alike. Associations are duty-bound to represent all employees, and divisions in the membership hamper the ability of associations to speak on behalf of all employees. Managers are concerned that members of their services function as a team and can be relied upon to support each other without question in times of emergency or personal danger.

b   Representation of Aboriginals: a small but significant proportion of police

Unlike gender status, historical data and trends in representation of minority groups in police services has not been tracked by Police Administration Annual Survey conducted by the Canadian Centre for Justice Statistics. Data available from the 1996 Census is shown in Figure 10.

Figure 10 indicates that while Aboriginal representation is relatively high among policing organizations, representation of visible minorities remains relatively low compared to the overall Canadian labour force. Note, however, that the Census data includes members of Aboriginal police services and therefore the proportions among non-Aboriginal police services must be lower. While Aboriginal police services constitute a relatively small proportion of total policing in Canada, their numbers may be large enough to make up a significant proportion of the 3.1 per cent of all police officers. Certainly the literature review and interviews indicated that police services operating in areas where the Aboriginal community was relatively large had difficulty recruiting and retaining Aboriginal officers in their services (this is discussed in further detail in the *Human Resources Practices* chapter).

b   Representation of Minority Groups

Figure 10 shows that the proportion of visible minorities in the police labour force is significantly below the national average, though rates are comparable with those of fire fighters. This corroborates findings in the literature and from interviews, that police officer candidates from certain minority groups are difficult to recruit and retain, particularly those from the more recent waves of immigration from areas other than Western and Northern Europe. In part, this is due to perceptions of policing as an occupation that may be drawn from experiences in the countries of their birth. In some cases, the language skills required for policing may be a significant barrier. In any event, if police organizations want to reflect the changing face of Canadian society within their ranks, they will need to make special efforts to recruit from such groups as the first generation of Canadian-born persons from these groups enter the labour force.

b   Representation of the Disabled

Police services operate under provincial police acts, employment and health and safety legislation as well as human rights codes. These all prohibit employers from discriminating against employees on the specified grounds including age, sex, race, religion, creed, colour,

FIGURE 10

Designated Group Status of Labour Force, 1996
Police Compared to Other Professions
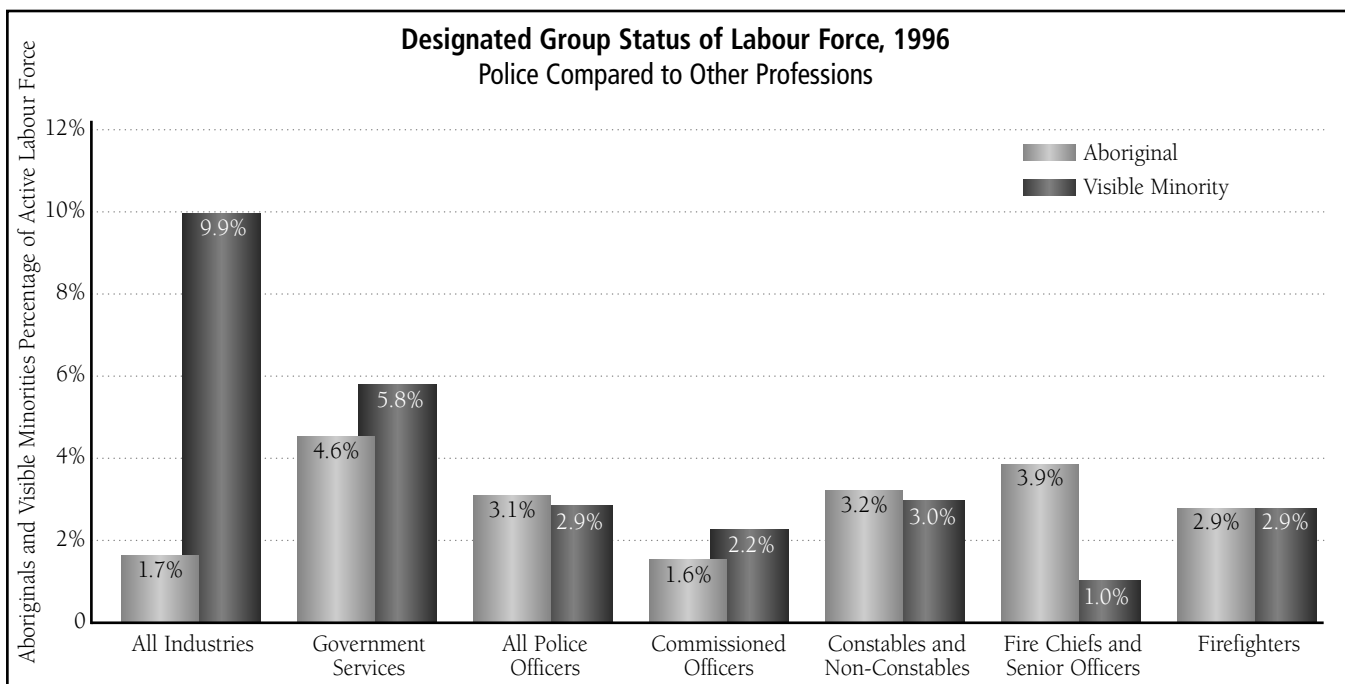
Source: 1996 Census, Statistics Canada

marital status, national origin, and mental and physical disability. The RCMP also operates under federal police and health and safety legislation. Police services must be able to demonstrate a direct connection between the physical and cognitive standards used in screening or hiring processes and the demands of the job. Nevertheless, it is generally recognized that policing is an occupation requiring a high degree of bona fide physical and cognitive occupational standards and abilities to perform effectively, and these standards allow police services to reject certain applicants. As a result, there are relatively few positions in the policing profession that can reasonably accommodate persons who have any persistent physical, mental, psychiatric, sensory or learning impairments, as typically defined in legislation. In addition to legislation intended to remove discrimination in hiring and promotion, police services are also subject to a duty to accommodate an employee for whom a deterioration in physical or mental condition make it difficult or impossible to carry out duties in the conventional way.

The statistical evidence on the proportion of police officers with disabilities is, however, somewhat clouded by application of differing definitions and reporting agents. The chart below presents information gathered in the

1996 Census on the proportion of persons in various occupations that reported some sort of activity limitation.

In light of the physical and mental capacities required for policing, some might be surprised that the proportion of police officers that reported some activity limitation in the1996 Census of Canada is as high as it is. Nearly 4 per cent of police officers reported themselves as disabled in the 1996 Census of Canada (Figure 11), including 5.4 per cent of those classified in the Standard Occupational Classification (SOC 1991) as Commissioned Officers – those serving at the rank of lieutenant or inspector through to chief or commissioner. Note, however, that this information is self-reported, according to the instructions on the activity limitation questions used in Guide for the Long Questionnaire in the 1996 Census:

> Include **long-term** physical conditions, mental conditions, health problems, disabilities or handicaps that have lasted or are expected to last **six months or mor**e. Measure the period from the time the condition or problem began.

These activity limitations do not necessarily qualify as disabilities in the employment equity requirements that apply to police services in various jurisdictions.

In contrast, the information on disabled employees captured in the survey conducted in the course of this

FIGURE 11

Disability Status of Labour Force, 1996
Police Compared to Other Professions
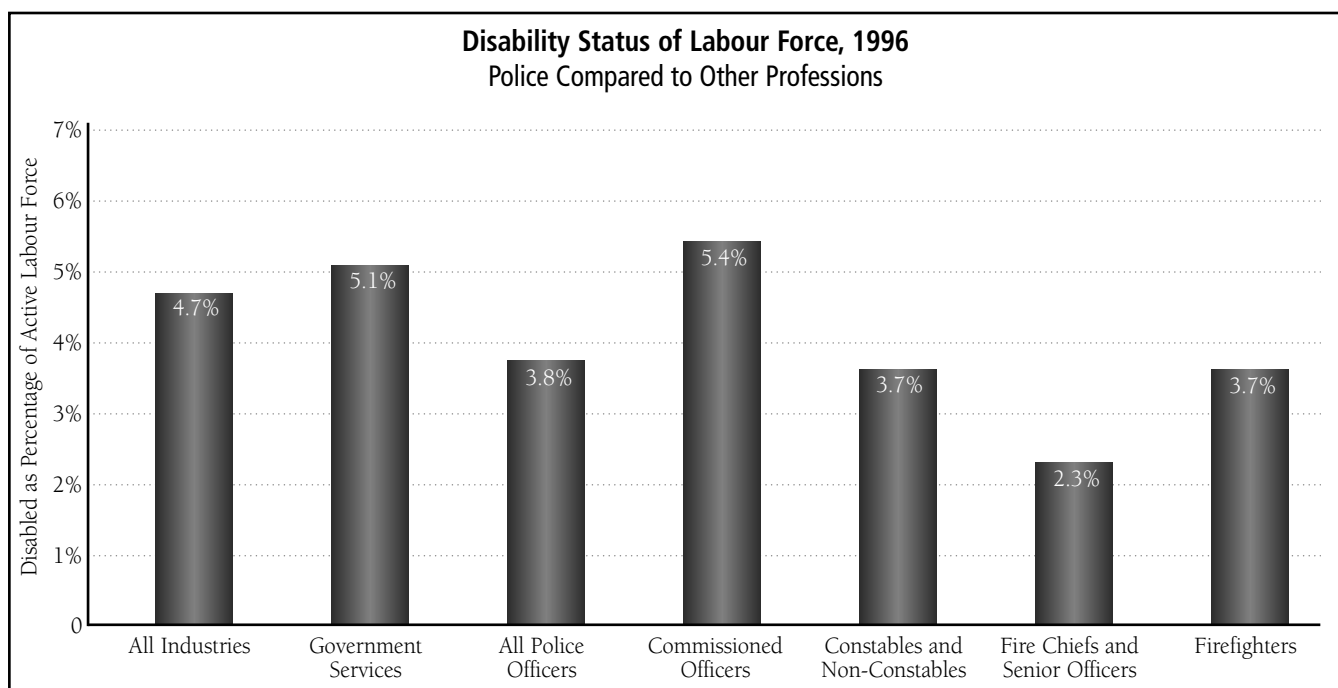
Source: 1996 Census, Statistics Canada

study indicates that the incidence of disability among police officers is less than one percent. Less than half of those responding to the survey provided information on the number of employees considered to be working with disabilities according to the definitions found in various pieces of applicable employment equity rules, guidelines or targets.

Though we have no census information on activity limitation among civilian employees of police services, the survey conducted for this study did seek information on the number and proportion of civilians working with disabilities. Among civilian personnel, the proportion of disabled persons averaged 2.8 per cent among those responding to the question, including a 3.6 per cent rate among clerical staff, the highest incidence of disability in the occupational categories used in the survey. Note that this information comes from police services and would only reflect the disabilities known to and recorded by police administrators.

For the police community, the significance of disability lies not just in a desire to reflect the face of the community in police service employment or conformity to legislation requirements. Like most other employers, police services are obligated to accommodate employees who in the course of duty or otherwise, have become limited in their ability to carry out the duties normally assigned to police officers or other occupations within the service. The Supreme Court decision handed down in the *Meiorin* case in 1999 concerned a challenge to employment standards that the appellant, a female fire fighter with the BC Forest Service, considered to be discriminatory. The Supreme Court decision supporting Ms. Meiorin, is expected to have a wide ranging impact not just on the application of employment standards in many occupations including policing, but also on the extent to which those who no longer meet established standards must be accommodated. The implications of this issue will be discussed further in the following chapter on human resources practices.

b Police Officers are Attaining Higher Education Levels

The well-documented trend toward high level of educational attainment within incoming cohorts of police officers is illustrated in Figure 12. The proportion of officers who possess more than a high school education was roughly 80 per cent in 1996. Overall, two-thirds of the police officer labour force in 1996 had some post secondary education.

This trend has inspired a debate among police officers, evident in the literature and our interviews, as to whether or not possessing a university education necessarily made someone a better police officer. Many officers insisted that general street smarts and experience were the essential characteristics of a successful police officer. Though most would recognize that certain specialized functions such as, forensic accounting, computer crime, DNA analysis, and other applications of technology require higher education or specific training, many older police officers considered a university degree as neither a necessary nor sufficient condition for becoming a valuable member of a police service. Similarly, some expressed concerns that routine police work might not hold the interest or satisfy the aspirations of university graduates. These views suggest that police services face human resource management challenges associated with increased hiring of university graduates, both in ensuring that they are equipped with the required "street smarts" as well as ensuring that their skills are used productively and in a personally satisfying manner.

b The Age Factor: relatively high turnover due to retirements will continue

The issue of the ageing of the workforce and the impending retirement of the baby boom generation has hit police services sooner than most industries. With most major police services offering retirement with unreduced pensions after 25 years of service, many of those in the baby boom generation are already, or will soon be eligible to retire from their public policing duties. Just how large the expected attrition from retirement will be can be predicted from Census data on the age structure of the workforce as well as the data on numbers eligible to retire in the next five years gathered in the PricewaterhouseCoopers survey.

FIGURE 12

Education Attainment of Officers by Age

Less than HS ▢ High School ▢ Other Post-Secondary ▢ Bachelor's Degree ▢ Post-Graduate ▢

Total	4,055	14,370	29,905	6,840
20-24 years	115	460	1,425	370
25-29 years	265	1,070	4,845	1,525
30-34 years	420	1,810	6,605	2,295
35-39 years	575	2,275	5,625	1,275
40-44 years	765	3,380	4,905	740
45-49 years	850	3,535	4,110	505
50-54 years	620	1,365	1,850	95
55+ years	410	405	515	30

0%   20%   40%   60%   80%   100%
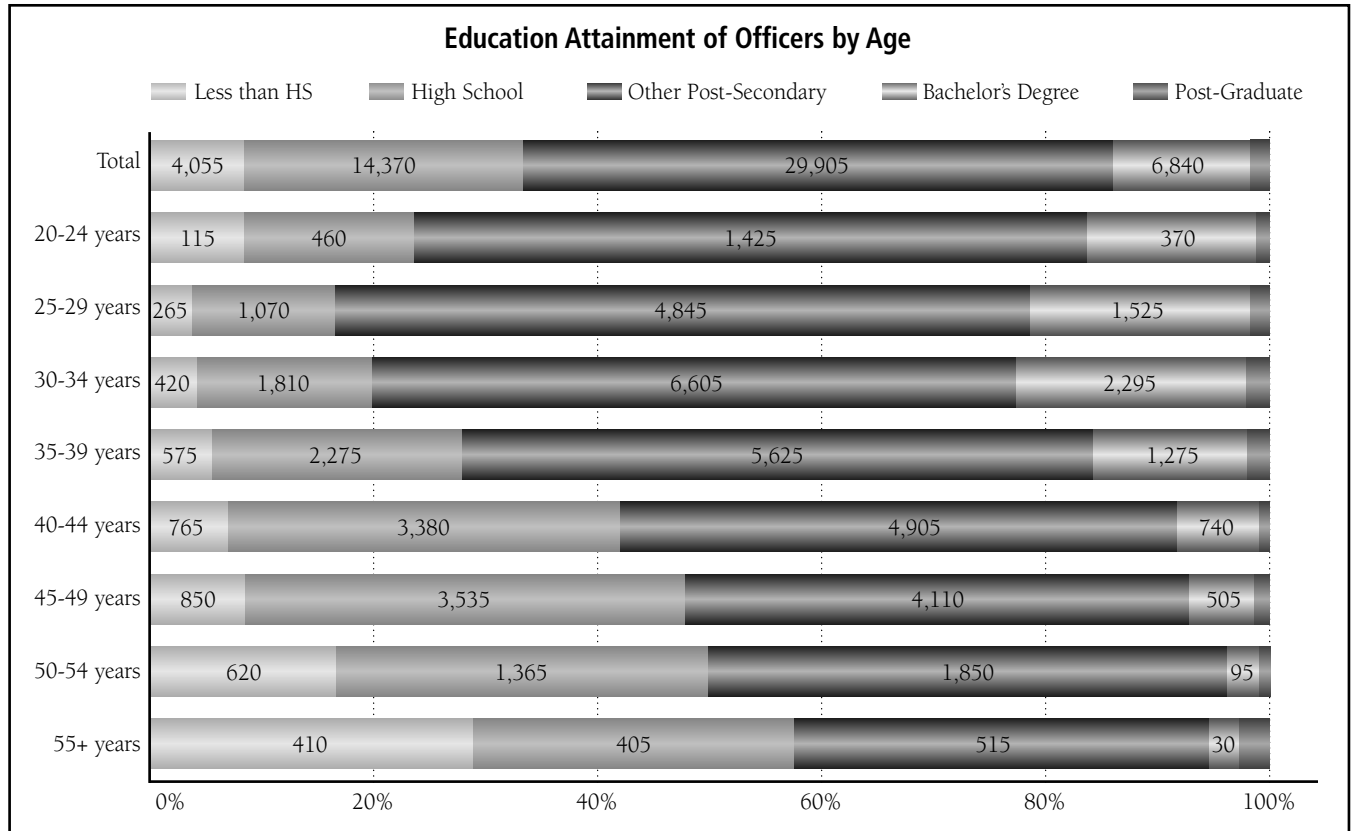
Source: 1996 Census, Statistics Canada, Labour Force in SOC G11, Police Officers (non-commissioned).

As shown in Figure 13, nearly one in four police officers will be eligible to retire with unreduced pensions in the next five years, including 60 per cent of senior officers, and 43 per cent of non-commissioned officers such as corporals and sergeants. Note that these estimates indicate eligibility for retirement, not necessarily required retirement. As such the 60 per cent of senior officers eligible to retire is more likely to represent a maximum retirement rate, and actual rates may be substantially less, depending on working conditions and the attractiveness of positions or pursuits outside of public police services.

Figure 14 shows that the majority of sworn personnel are between 30 to 50 years of age, with very steep "walls" on both sides, indicating that relatively few become police officers before age 21 or 22, and most are retired by age 55. The profile suggests that policing services as a whole could expect retirements of approximately 2,000 officers every year for the foreseeable future, or roughly 4 percent of the total sworn officer complement. Note that this trend is not expected to adversely affect the number of females in policing as relatively few female officers were above the

FIGURE 13

Sworn Officers Eligible to Retire in Next 5 Years

Percent of Current FTE Employment

Senior Officers	4.7%
Non-commissioned Officers	5.1%
Constables	3.8%
Total Sworn Police Officers	5.4%

70%
60%
50%
40%
30%
20%
10%
0

Source: PwC Survey

FIGURE 14

Age Profile of Non-Commissioned Officers in 1996

Total – Average Age: 38
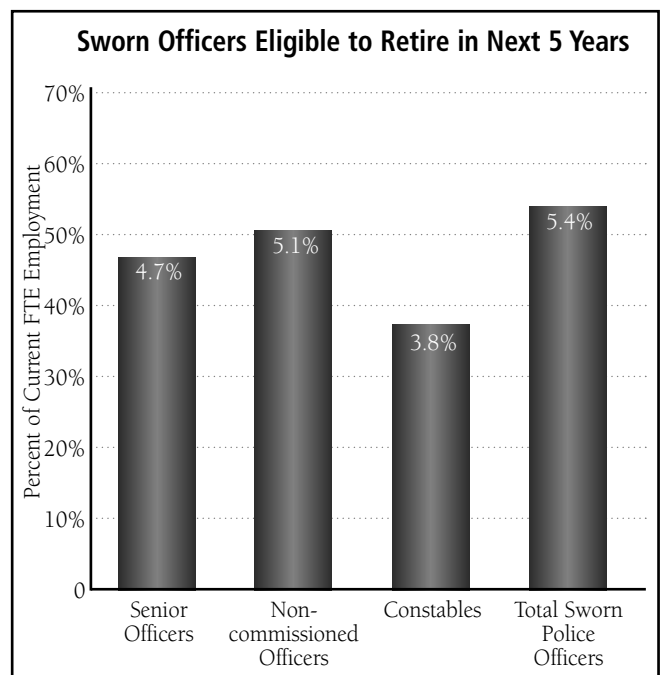
Male – Average Age: 39

Female – Average Age: 32
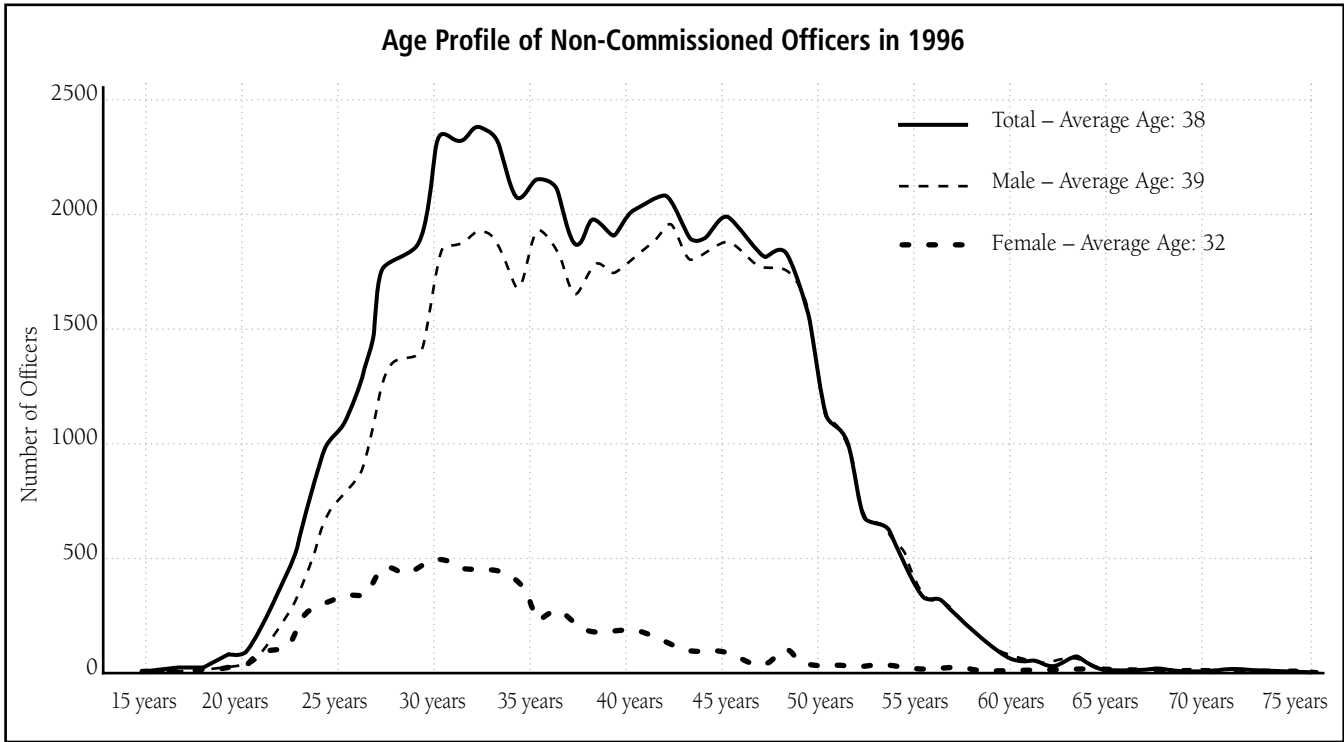
Source: Statistics Canada, 1996 Census

FIGURE 15

Age Profile of Senior (Commissioned) Officers in 1996

Total – Average Age: 44

Male – Average Age: 45

Female – Average Age: 39
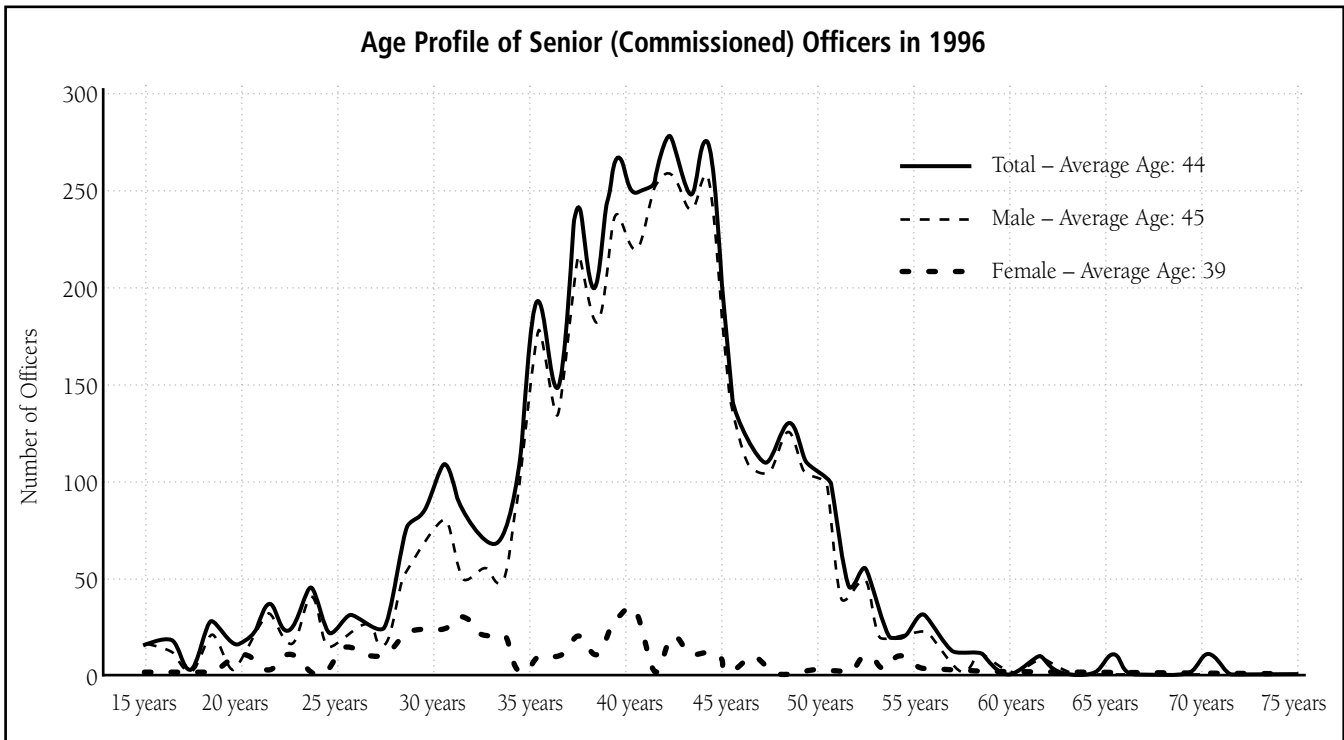
Source: Statistics Canada, 1996 Census

age of 45 in 1996, and that the average age of female officers was seven years lower that the male average.

Figure 15 suggests that retirements among senior officers will be even more significant, as the average age of senior officers in 1996 was 45 years. The steep drop off in the age profile at 45 years is interesting to note, since it suggests that senior officers may be less likely than non-commissioned officers to remain in their positions once they reach retirement eligibility.

Data from the survey conducted for this study largely reinforce the conclusions drawn from the Census data on police officers, but add a regional dimension to the analysis as well as comparable data on civilian occupations.

Figure 16 provides an indication of the regional variation in retirement eligibility. The Atlantic region tends to have low eligibility rates, perhaps due to the fact that the 25-year service requirement is not as common in this region as it is elsewhere in the country. Québec clearly faces the greatest challenge in replacing a relative large group of retiring officers: fully one-third of sworn police officers will be eligible to leave with unreduced pensions in the next five years.

Of course, retirement is not the only issue concerning an ageing workforce. The potential increase of incidences of chronic illness associated with advancing age may result in increased absenteeism or the duty to accommodate more officers whose conditions prevent them from performing regular patrol or other duties. If staffing levels remain limited, resulting additional pressures on the younger and more able bodied may make it even more difficult to provide adequate policing levels for patrols in the coming years.

By comparison with police officers, retirement eligibility among civilian employees of police services appears to be much more modest, averaging less than half the 23 per cent estimated rate of police officers. Nevertheless, the management and professional category, with a 19 per cent eligibility rate, has the highest proportion of those eligible for retirement among the civilian employees, and their replacement may well pose a challenge for police administration.

Retirement eligibility provides only a portion of the overall picture of staff recruitment needs in policing services. As will be discussed more fully in the following chapter, other forms of attrition play an important role in understanding how many new staff will need to be hired, trained and developed, to meet the human resource requirements of police services. In this respect police officers and civilians differ significantly. PwC Survey data suggests that civilians,

FIGURE 16

Source: PwC Survey

FIGURE 17

Civilians Eligible to Retire in Next 5 Years
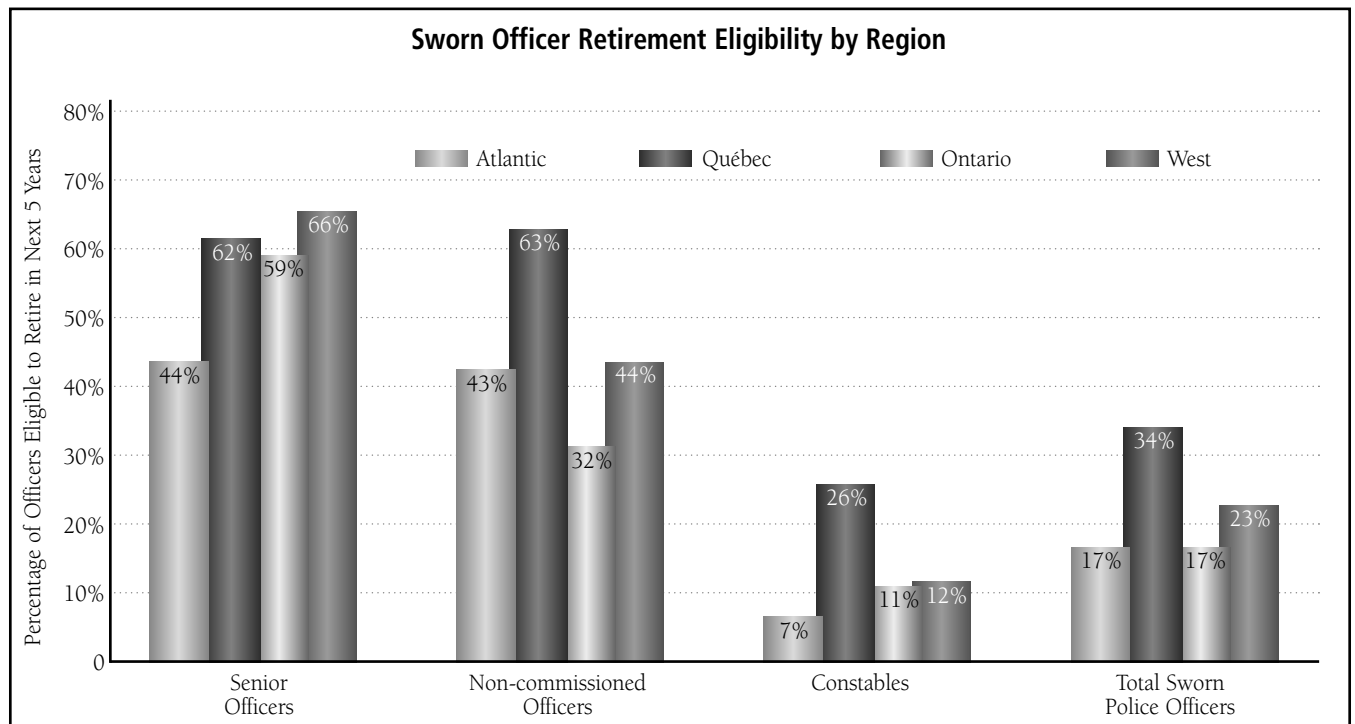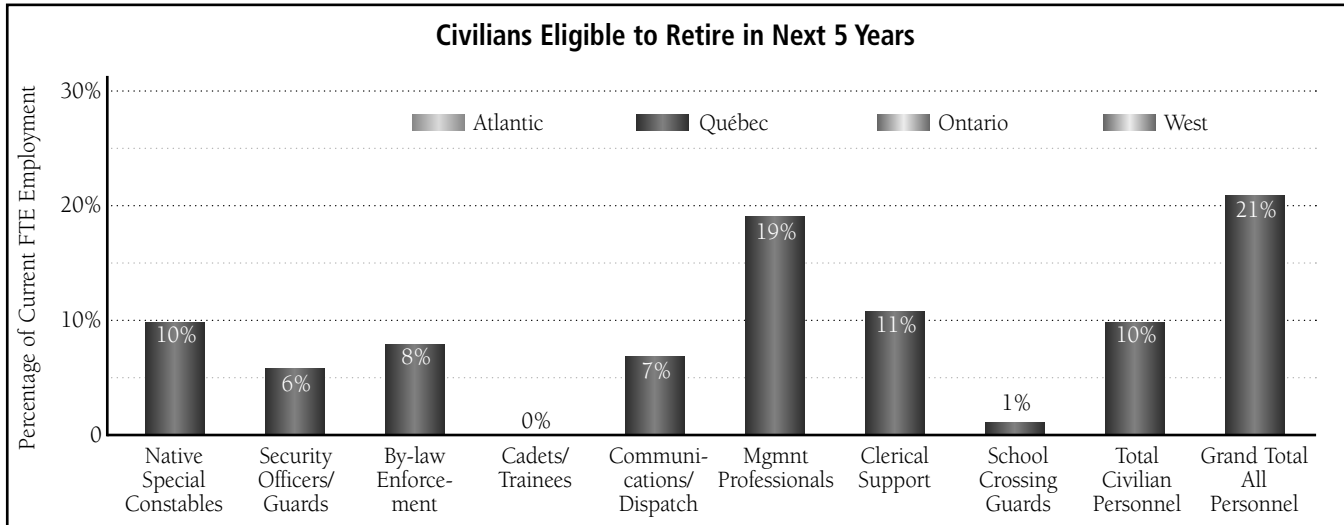
Source: PwC Survey

at an average rate of 3 per cent annually, quit their jobs with police services at three times the rate of police officers, with a rate of 0.9 per cent annually. Multiplying the quit rate by five to extend replacement requirements over a five-year period suggests that the demand for replacement hiring for civilians may well be proportionally the same as that for police officers, at roughly one new hire for every four existing positions.

A current relatively high retirement rate that continues for perhaps the next decade presents police managers with both challenges and opportunities. On the one hand, the challenge is a rapid loss of institutional knowledge and experience that cannot be replicated in the short term by new hires. On the other hand, a relatively high level of retirements may present an opportunity for accelerated achievement of a workforce demographic consistent with the vision of policing for the future.

Some characteristics, such as greater skills or problem-solving ability, can be added to an existing workforce through training or learning. Other characteristics such as visible minority or gender status is more difficult to achieve in individuals, except by highly artificial but not unprecedented means. If police services wish to adjust the degree to which these characteristics are present in their staff, the most practical way to achieve this is through hiring.

Due to low quit, layoff and dismissal rates, the creation of job vacancies in policing comes from two major sources: growth in staff complement or replacement of departing individuals. For the past decade or so, hiring was suppressed, both because spending constraint led to reductions or only very small increases in the total number of police officers, and because departures in the form of retirements and quits were relatively low. In this environment, attempts to increase the overall proportion of visible minorities or women are difficult because a large proportion of the hires must be from this group to have any impact on the overall proportions. Further, resentment from groups that would then effectively be excluded from hiring was likely to be high, with possible charges of "reverse discrimination".

Now and over the foreseeable but finite future, a relatively high exit rate associated with the retirement of the baby boom demographic offers an opportunity to reshape the police service demographics without completely excluding any group from consideration. If a more diverse police service is the goal, now is the time to act, since those hired in the next five years will form a substantial part of the overall demographics of police officers for the next 25 to 30 years. Police services would be well advised to expand their recruitment pool, rethink recruitment strategies and choose their candidates carefully. As one interviewee cautioned, "let's not fill a five-year need with a twenty-five year problem."

Reorienting Personnel Strategies in Response to Change

Both the move to community oriented policing and the impact of budget constraints have contributed to a significant reorientation of personnel strategies by police organizations. Principles of community policing suggest that the police service be seen as an integrated part of the community it serves. Visible differences in the gender, colour, and ethnic background between police officers and the populations they serve may diminish police credibility in the community and may well impinge on their ability to gain the trust and confidence of the community required for effective policing. This does not mean that every criminal or every victim will be matched with an officer of the same background, gender, and colour. Instead, police hiring practices must be broadly sensitive to the fact that the human face of the service is an important factor in providing a successful police service.

The fact that over 80 per cent of police budgets are devoted to personnel costs suggests that staffing issues are at the very heart of coping with fiscal constraint. Internal development of police officers for support services such as finance and administrative functions, has given way to hiring of external professionals, saving the cost of training as well as ensuring that these functions are performed to accepted standards applying outside police organizations. The employment profile of police services has been changing noticeably in recent decades, and can be expected to continue as the external environment continues to evolve, the essentials of community policing continue to be implemented, and governments at all levels are likely to kept a tight rein on public expenditure.

With the current and anticipated large exodus of experienced officers in the next decade, police service managers face both a challenge and an opportunity in shaping the face of policing in the next decade. The challenge will be to ensure that the next generation of officers get the benefit of the years of experience of retiring officers. The opportunity is to hire new officers that meet the demands on policing in the twenty-first century in Canada, in a multi-cultural society living in the information age.

Human Resource Practices

Police officers play an important role in our society. They ensure the safety of citizens and protect them from those who break the law. Police are placed in a position of trust and given a considerable amount of power. It is essential that police officers be chosen with great care and provided with support throughout their careers to develop their professional skills. Police services should therefore develop their human resource practices to ensure highly qualified candidates are selected and provided with training and development opportunities that allow them to progress throughout the organization over the course of their careers.

This chapter provides an overview of the major human resource functions and how they currently operate within the public police sector including human resource planning, recruitment and selection, career development, retention, compensation and benefits, working conditions and labour-management relations.

> HUMAN RESOURCE PLANNING, INFORMATION MANAGEMENT AND LABOUR-MANAGEMENT RELATIONS ARE ALL ON-GOING ACTIVITIES THAT IMPACT OTHER HUMAN RESOURCE ACTIVITIES WITHIN THE PUBLIC POLICE SECTOR. THEY HELP SHAPE THE RECRUITMENT OF PERSONNEL, CAREER PROGRESSION AND COMPENSATION LEVELS.

Human Resource Planning

Human Resource Planning / Information Management

Recruit	Progress	Reward

Labour-Management Relations
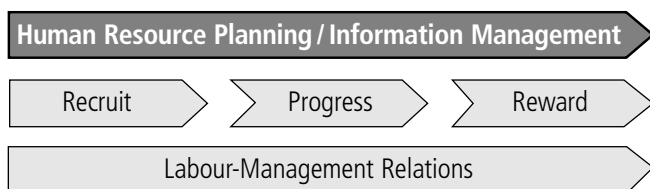
Human resource planning crosses all human resource activities in police services as in any other organization. It is defined as the "the process of forecasting the human resource needs of an organization so that steps can be taken to ensure that those needs are met."[47] In order to forecast its needs, an organization must first look at its current workforce, usually by using the organization's human resource information system. Such a system, if designed properly, should contain a wealth of information on the organization's current workforce, including the current staff complement, the competencies staff members possess, the training courses they have received and the date at which they are expected to retire. The organization must then also look at external conditions such as the supply of labour in the open marketplace and the emerging technologies that will likely have an impact on their employees in the future. An organization should be able to determine:

- The skills required in the future and whether those skills currently exist in the organization;
- Employment equity targets to be met to ensure that the organization's workforce is representative of the community;
- Whether staff members are expected to retire or leave the organization in the near future and what skill gaps, if any, this will create for the organization;
- The current supply of skills; and
- The workforce size needed in the future to meet increased or decreased workloads.

The information that is gathered is then used by the organization to develop a human resource plan that will address the needs that are identified. The plan may include changes to human resource priorities or practices.

In police services, as in any other organization, the human resource plan drives all other areas of human resource management within the organization. The human resource plan specifies the recruiting goals, i.e. the number and type of employees to attract and whether goals can be met by recruiting internally or externally. It also defines selection criteria by determining the number and type of employees to hire. It influences the establishment of compensation levels by determining the type and quality of labour needed. Human resource planning also filters into career planning by foreseeing career opportunities so that paths of advancement can be charted. Finally, it impacts learning and development by specifying future job requirements which form the basis for training and development programs.[48]

The literature suggests that currently policing organizations are not putting enough emphasis on human resource planning. They have an adequate supply of applicants and tend to focus on filling vacant positions and immediate requirements for recruits instead of planning for their long-term skill requirements. Although this method might have been effective in the past, there are indications that more active

human resource planning will be needed in the near future to ensure that police services are able to recruit staff with the needed skills in an increasingly competitive labour market. Police services generally have not tended to identify their skills gaps and recruit specifically to fill these gaps. As a result, some human resource directors interviewed said that police services were finding it difficult to recruit staff with skills in certain areas such as in technology. The fact is that many young people and experienced candidates with the right education and character traits to make suitable police candidates are making career choices long before police services attempt to recruit them.

The lack of human resource planning in most police services also impacts succession planning. Literature suggests that there is very little succession planning in most police services across the country. According to one study on the selection of chiefs of police in Ontario, there is very little elaborate planning involved in identifying the next chief of police. The planning starts only once the current chief announces his or her departure.[49] Police services would gain by identifying sworn personnel in their organization with leadership potential and developing them into the leaders of tomorrow.

More and more police services are developing competency profiles to plan for human resource needs
One area linked to human resource planning in which police services are becoming increasingly active is in the development of competencies. Competencies are an integral part of human resource planning because they help organizations qualify the types of skills they currently need and those they are likely to need in the future. Organizations can then plan their recruitment program to attract and select candidates with those skills and can modify their learning and development programs to help current staff acquire the needed competencies.

More and more police services are now developing competency profiles for the various jobs within their organization. Although these profiles are currently used mostly to screen out applicants rather than for planning human resource needs, their existence is definitely a positive contribution to human resource planning.

As noted, police services are using competency profiles in the selection process to determine if applicants possess the competencies required to be effective police officers. They are also used in the promotions process. Candidates who are requesting promotions are often asked to prove that they possess the required competencies for the job. Competencies are also used in planning, designing and evaluating training programs. Many police services are now using competency-based training to help their staff develop the skills required for the various occupations within the police service. (For more information on competency-based training, please refer to the *Learning and Development* chapter.)

Needs of Police Services

- What are the major strategic issues anticipated for the coming 3-5 years?

- What mix of critical skills, knowledge and experience will be needed in the police service?

- Does the police service have the bench strength to meet the critical challenges?

- How can we build this bench strength?

Are Staff developing themselves in a way that maps personal effectiveness with the achievement of strategic objectives?

Is the police service providing the tools and opportunities to foster the development of requisite skills, knowledge and experience?

Individual Career Needs

- How are staff supported in their development?

- How do they learn from each other?

- How do staff find opportunities to develop new knowledge and skills for currnet jobs? For future prospects?

Initial Recruitment of Constables

Human Resource Planning / Information Management

Recruit	Progress	Reward

Labour-Management Relations
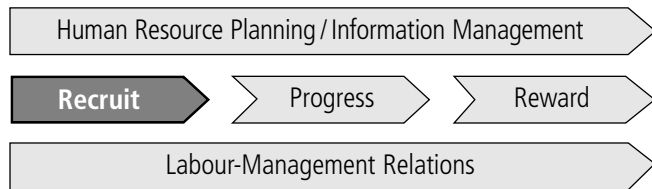
One of the first components of the employment lifecycle is the recruitment and selection process. A typical recruitment process in most sectors has three major steps. Organizations must first *attract* applicants, then *screen and assess* them using a variety of methods to determine the best candidates for the job and then *hire* them into the organization. The policing sector has an additional step where they must also *train* new recruits either before or after they are hired by a police service.

*Creating an awareness of the police services
organization when attracting candidates*
The first step in the recruitment process is attraction. Attraction activities focus on creating awareness of an organization among target markets, such as students, graduates and experienced hires (specifically including members of employment equity groups). Traditionally, police services have had the luxury of a high profile in our society. They have not been required to expend significant effort in trying to attract applicants because supply has always exceeded demand. As a result, they have focused most of their energy on trying to select the right candidates from a wide available pool of applicants. Even today, most police services can still attract large numbers of applicants through passive attraction methods. If a challenge exists, it lies in attracting applicants that can currently meet the desired standards and are representative of the demographic composition of their community. However, as demographics shift and the labour market tightens, competition for qualified and representative applicants is increasing and will require more concerted effort to attract high quality people.

Currently, police services tend to be very passive in their recruitment efforts and focus more on providing information to those who are already contemplating a career in policing rather than trying to entice those who are not currently considering it. Police services typically prepare information booklets and hold information sessions where they describe the work performed by sworn personnel and provide detail on how to apply.

Police services are starting to use the Internet as a new channel to attract applicants. However, as with the other methods used, it generally serves as a passive source of information on the application process. The level of detail varies from one website to the other, but police services generally provide information on the various steps in the process, what documentation an applicant is required to provide, what assessments will be conducted and what skills and competencies applicants will need to demonstrate. Some even provide sample tests to help the potential applicant prepare in advance and a self-assessment form that can be completed to help those who are considering a career in policing determine if it is right for them. A number of police services also provide general information on their organization, the tasks that sworn personnel will be required to perform, the career path and promotions process, as well as salary and benefits information.

Some police services do informal outreach activities through such initiatives as community policing. Community policing tends to make police work more visible in the community and provides sworn personnel greater opportunity to interact with members of the public. This can serve to inform potential applicants on the type of tasks that sworn personnel perform on a daily basis and possibly to attract some people who had not considered policing as a career in the past.

Continuing to rely on passive attraction activities will leave the policing sector unprepared for the increasing competition for high quality staff. Through effective human resource planning, police services need to identify what specific skills and attributes they will require, who possesses these skills and attributes and actively target these groups and reach out to them for recruitment efforts. As discussed below, targeted recruitment activities have already been deployed for visible minorities and women, with some success.

*Targeted outreach to employment equity
target groups is beginning*
Many police services still have employment equity policies to increase their numbers of women, visible minorities and Aboriginals in order to ensure their organizations are more representative of the communities they serve. In order to achieve these targets, police services have to use more active methods to attract members of these groups. Some police services have had great success in meeting hiring targets for equity groups. However, there often remains unmet targets for all visible minorities and Aboriginals.

Research has shown that targeted outreach campaigns are effective. Results from an Ontario study indicated that police services that had active, targeted recruitment drives and had broadened their area of search had increased their numbers of visible minorities, while those who relied on traditional, passive methods of recruitment had not improved their representation.[50]

Because many of the groups police wish to target have not traditionally viewed policing as a viable or attractive career option, police services are often compelled to pursue more vigorous recruitment efforts with them. In many cultures, for example, a police officer is feared or disliked and a member of that culture could even be seen to be dishonouring his or her family by joining the police service. The challenge for police services is to dispel these cultural preconceptions and biases in order to attract a broader representation of the community.

Police services are making in-roads, however slowly. Some police human resource directors have established personal contacts within ethnic communities, made presentations on policing in community organizations, and advertised in ethnic and special interest publications in order to promote employment in policing. The Vancouver Police Department, for example, has established a Diversity Advisory Committee that advises the Senior Management Team on diversity issues, and a three-person Diversity Unit to bring practical solutions to recruiting more visible minorities and responding to community needs.[51] In New Brunswick, the techniques used to recruit women have been extended to apply to Aboriginal persons and visible racial minorities. In cooperation with the NB Human Rights Commission, a three-year outreach program was put in place to proactively address the disparity between participation of members of these target groups and find ways to accommodate them within the police services offered in the province.[52]

The SPCUM has also made special efforts to recruit members of target groups. They have had an employment equity program since 1990 to try and increase representation of women, visible minorities, members of ethnic communities and Aboriginals. From 1995 to 2000, they focused their efforts on recruiting visible minorities. They used a variety of methods to try to reach hiring targets including the following:

- Including employment offers on their Internet site;
- Involving serving police officers who are visible minorities in the recruitment process;

- Producing a brochure and poster entitled *Faire la différence en devenant policier au SPCUM* (Make a difference by becoming a police officer at the SPCUM) for distribution to all visible minority groups and associations;
- Sending a press release to all local and national media;
- Creating recruitment feature stories for radio, television and newspapers;
- Publishing offers of service in the major newspapers;
- Participating in gatherings of young people organized by ethnic associations; and
- Participating in job fairs.

Candidates from visible minority communities receive personalized follow-ups and mentoring to prepare them for each selection phase. Moreover, their files are studied on a priority basis. The recruitment officer has a mandate to monitor the effective progression of training and to provide the necessary coaching for each student. The objective of all these measures is to bolster and promote the success rate of visible minority candidates.

The RCMP has also developed a number of programs specifically intended to attract applicants and new recruits from among the First Nations communities. These include:

- *Aboriginal Cadet Development Program:* directed toward Aboriginal persons who have an interest in a policing career, but do not meet the basic entry requirements; and
- *Aboriginal Youth Training Program*: a summer program for Aboriginal youth that includes three weeks at the RCMP Training Academy and 14 weeks working under the supervision of an RCMP member in a detachment near their home.

The Lethbridge Police Service has recently adapted a similar program to attract Aboriginal candidates. The Regina Police Service also does targeted recruitment of Aboriginals. Representatives from that service make presentations on various native reserves across the province in an effort to attract more Aboriginal applicants. The Saskatchewan Police College (SPC), frequently collaborates with the Saskatchewan Indian Federated College (SIFC), also located on the University of Regina Campus, in an effort to encourage more First Nations people to apply to become police officers. SIFC also helps the SPC to ensure that police training sensitizes recruits to First Nations' issues. The SIFC is represented on the Advisory Committee for the Bachelor of Arts in the Police Studies program.

The Atlantic Police Academy has also tried to reach out to First Nations people by partnering with Lennox Island First Nations. They have developed a program that allows the police cadets in basic training to go to the Island where they spend time (one or two days) learning from elders. The young adults from the reserve are invited to spend a weekend at the Atlantic Police Academy where they are given insight into what police cadets learn and the requirements to becoming a police officer.

Recruitment and in-service programs have been fairly successful in attracting First Nations people and visible minorities into police training, and in improving relations between these communities and the police; however, as the First Nations populations continue to grow, it is essential that police services develop more initiatives that will reach out to First Nations youth in these communities and recruit them into police training. This will ensure that police are truly representative of the population they serve.

Concerted efforts must be made to attract women in policing

There has been great progress made in the attracting and hiring of women to the policing profession. However, female police officers still remain a minority in most organizations. (For more information, please refer to the *Human Face of Policing* section) Many police services across the country have therefore established programs to try to attract more women into the profession.

The Winnipeg Police Service attributes their success in attracting and hiring qualified female candidates to their use of a Police Recruiting Team, with members attending career symposia targeting women. An annual recruiting plan is developed to address the variance between community demographics and police service representation.[53] A comparable approach is applied in Saskatoon, where members of the Police Personnel Services participate in career symposia and similar outreach activities.[54]

The above programs have all contributed to increasing the number of women in policing today, but continuing efforts will be required to ensure that the number of female police officers is more representative of the population.

There is resistance to employment equity programs from sworn personnel

One of the challenges police services are facing lies in resistance from within their ranks toward pursuing employment equity programs too aggressively. There was a perception expressed by some that by targeting employ-

ment equity groups, hiring was "not bringing in the right people" into the organization. Comments from interviewees indicated a belief that police services were turning away good candidates who really wanted to become police officers in order to hire members of employment equity groups who had to be "encouraged" to consider a career in policing. Some sworn personnel interviewed suggested that the employment equity hiring criteria unfairly eliminated potentially good candidates who were not members of these equity groups.

This attitude may stem from the fact that the supply of candidates already exceeds demand in most police services. Some may therefore feel that activities aimed at trying to attract a greater number of applicants are unnecessary. However, HR directors interviewed in the course of this study indicated that the current pool of applicants is not always meeting their needs. There is therefore a need to change the composition of their applicant pool in order to bring into the organization, people with the competencies required to meet the future needs of policing work. It is therefore essential for police services to communicate more effectively to their personnel the need for a more diverse work force and the value that members of employment equity groups bring to the organization

b   Provincial Minimum Requirements for New Recruits

Police services across Canada set a number of minimum standards that applicants are required to meet to be considered for a career in policing. These requirements are generally set by province. Part of the attraction activities of police organizations serves to communicate these requirements to the population and to ensure that only those who meet these requirements apply. The minimum standards vary somewhat by province, but in general, all applicants must:

- Be Canadian citizens or permanent residents of Canada;
- Be of good moral character and habits;
- Not have been convicted of a criminal office for which a pardon has not been granted;
- Be physically and mentally able to perform the duties or policing;
- Be at least 18 years of age in some provinces and at least 19 years of age in others; and
- Possess a valid driver's license.

Applicants are also required to meet a certain standard for physical fitness and visual acuity. The level of education that applicants must have achieved is also determined on a provincial basis. Many require only secondary school, some require post secondary education and a few require specialty post secondary. These requirements are presented in the following table.

Educational Requirements

JURISDICTION	LEGISLATED EDUCATIONAL REQUIREMENTS FOR NEW RECRUITS
Federal	A Canadian secondary school diploma or equivalent.
Newfoundland	Grade 12 or equivalent
Prince Edward Island	Grade 12 diploma at an academic or University Preparatory Level.
Nova Scotia	Grade 12 with academic post secondary preparatory level courses in the subjects of English and Mathematics or GED.
	Diploma from the Atlantic Police Academy or recognized police recruit program.
New Brunswick	Diploma in Police Science Program from the Atlantic Police Academy or from a comparable training course at a police training institute approved by the Minister
Québec	Diploma of Collegial Studies *(diplôme d'études collégiales/DEC)* or Attestation of Collegial Studies *(attestation d'études collégiales/AEC)* in Police Technology and the diploma awarded by the École nationale de police du Québec; or official recognition, based on equivalency standards, of training at a recognized police academy.
Ontario	Grade 12 or its equivalent
Manitoba	A Manitoba Grade 12 or equivalency.
Saskatchewan	Minimum of Grade 12 or equivalent.
Alberta	Grade 12 or equivalent
British Columbia	There is no mandatory educational requirement, but the general consensus is one year post secondary (two years preferred) or equivalent.

The requirements listed above are only minimal standards for initial consideration. Police services can set additional qualifications such as experience in working with the public, knowledge of a second language or culture and many others. Although many police services also ask for post secondary education, it is not generally a mandatory requirement, which still provides opportunities for good candidates who only have a high school diploma but have many years of work experience. Ultimately, selection depends on the particular needs of the police service and the quality of the applicants who are competing for positions.

Although there are some exceptions, candidates in both Quebec and New Brunswick are the only ones who are required to possess post-secondary education in policing prior to being hired by a police service. For admission to the *École nationale de police du Québec*, persons wishing to become police officers must have their Diploma of Collegial Studies (diplômes d'études collégiales/DEC) in Police Technology. The diploma issued by the *École nationale de police du Québec* is the licence to practise for police officers in Quebec. Candidates who already have a university education or recognized equivalent require an Attestation of Collegial Studies (attestation d'études collégiales/AEC) in Police Technology for admission to the *École nationale de police du Québec*.

Cadets in every province are required to successfully complete training at one of the police academies or at one of the police service that provide basic training before they can be sworn in as police officers, regardless of whether this training occurs before or after being hired with a police service.

Prior Learning Assessment and Recognition (PLAR): A Process for Recognizing a Person's Knowledge and Abilities

Prior Learning Assessment and Recognition is a process of identifying, assessing, and recognizing what a person knows and can do. The process can take various forms and the outcomes can be used for a large number of purposes relevant to the goals of individuals, labour market partners and society at large.

PLAR is a process that allows an individual to get some form of recognition for the skills and knowledge that they have. PLAR gives equal value to learning and skills, whether these skills come from school, community work, on-the-job training or other life experiences.

PLAR may result in an individual receiving credit for a certain level of education or vocational training. It could also mean that education or training from another country or between provinces would be recognized for jobs in Canada. It may mean that credits earned at one school can be transferred to another place so courses don't have to be repeated. Or it may mean recognizing that a person has all the skills needed to do a job, but not the required education.

PLAR can be a practical, flexible way to solve challenges in identifying and assessing skills. Persons trained in PLAR would work with an individual to identify and assess the person's skills and knowledge. These skills and knowledge would then be compared to standards for different levels of education, vocational training or job skills. PLAR can make it easier for individuals to find out where they stand and what they need to do to get a job or reach a career goal. It can help schools and training institutions place students in the right courses. It can also help employers improve their workplace by making the best use of a person's skills.

Examples of PLAR Practices: Douglas College Criminology Program

Douglas College has had a policy in place since 1990 to recognize and grant credit for justice system experience and education as follows:

- Persons who are (or were) police officers, with JIBC or equivalent training or RCMP officers are assessed at an equivalent of 9 credits.
- Individuals who are working as special constables (with training) are assessed at an equivalent of 3 credits.
- Security officers and deputy sheriffs with Basic Recruit Certification (JIBC) are assessed at an equivalent of 3 credits.
- Corrections officers who have completed the core corrections recruit program are assessed at an equivalent of 3 credits.
- Individuals who have completed the core corrections recruit program are assessed at an equivalent of 3 credits, as also are those who have completed the Employment Readiness Program's Community Program Workers Course.
- Individuals who have completed the Police Supervisors Certificate Program are assessed at an equivalent of 6 credits.

Currently, all credits granted on the basis of the above training and experience are given as unassigned credits, and students are permitted to use a maximum of 9 credits toward the certificate in Criminal Justice Studies or the Diploma in Criminology.

In addition to the above, Douglas College has begun to assess students' prior learning in other areas. For example, they have granted unassigned credits to an individual with 11 years experience as an immigration officer, based on a lengthy review of material from his workplace, assessments by his supervisors, and interviews with him after which they were satisfied that he had knowledge applicable to many of their specific course objectives.

Douglas College has also assessed students' work experience through documentation, discussion with references and interviews, and recognized it as sufficient to grant credit for specific courses, for example, for Criminology 140, Interviewing and Professional Skills, and for the Practicum course. In such cases the faculty assessor will assign a grade for the course.

Ontario Police College Police Recruit Profile – a Case Study

During the course of this study, the interviews revealed several common perceptions about the characteristics of new recruits, including:

- The age of new recruits is increasing;
- They bring more life experience with them when they enter policing;
- Recruits are better educated; and
- Recruits tend to be more culturally diverse.

Can these perceptions be validated with real data or are they based on anecdotal evidence? Until recently, data to validate or dispute these beliefs had not been formally collected or analyzed. In September 1996, the Ontario Police College Research and Evaluation Unit started to collect data from recruits on a voluntary basis via the "Ontario Police College Basic Constable Profile" questionnaire to develop a profile of recruits and analyze how different recruit characteristics impacted performance at the Ontario Police College. Based on a current sample of 3,491 responses, the college has developed the following portrait of a Canadian police recruit.

The majority of recruits are still male

- 20.5% of recruits who responded were female; 79.5% male.

They are getting older when they apply

- The average age of respondents is 28, with the majority of recruits being 25 years of age or older.

Age of Ontario Police College Recruits, 1996-2000
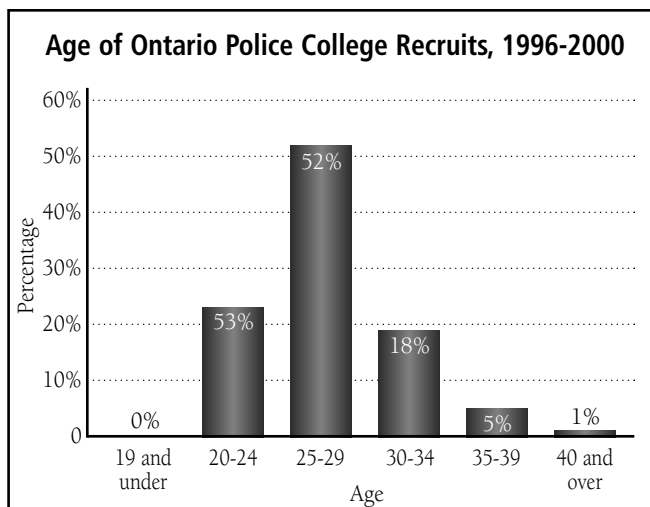
The majority of recruits are single

- 57.8% of respondents indicated their marital status as single.

Marital Status of Ontario Police College Recruits, 1996-2000
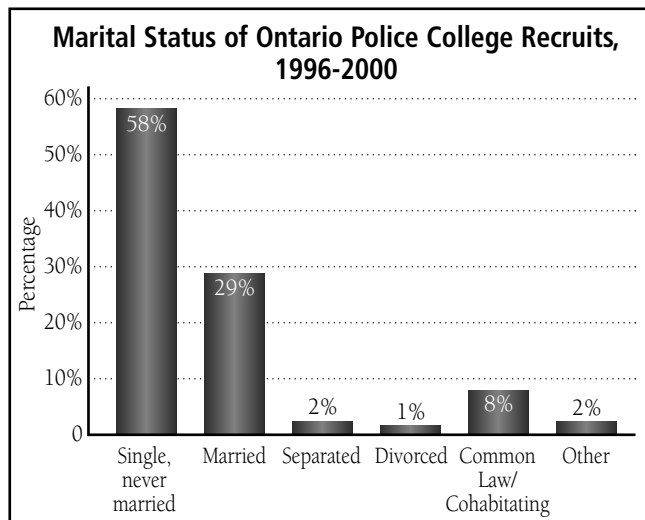
There is some increase in diversity of their cultural/ethnic or language background

- 11% of responding recruits self identified as a member of a visible or racial minority. 4.5% self identified as First Nations or Aboriginal peoples.

- 35% of recruits report speaking at least one language beyond English. 23% report writing a second language. Approximately 12% of recruits speak French.

Almost all recruits have completed some post-secondary courses

- Up to 95% of recruits have formal education higher than high school graduation.

Education Level of Ontario Police College Recruits, 1996-2000
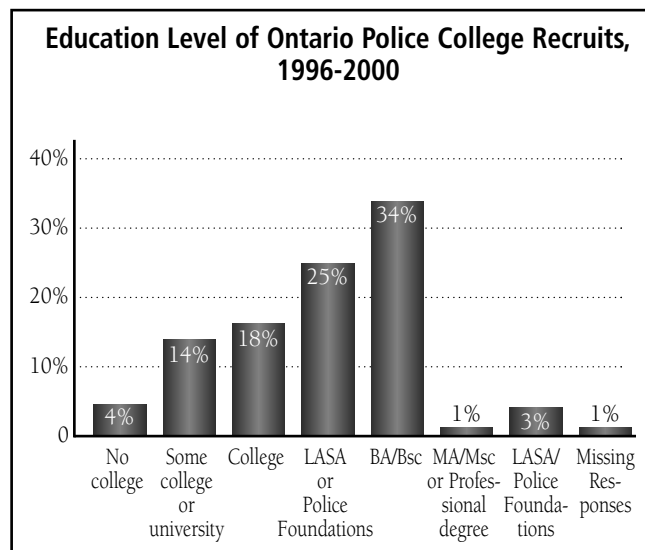
A greater number of recruits have worked in areas related to the justice system

- 33.6% have previous experience working in Security / Loss Prevention / Private Investigation etc.

- 5.6% of recruits were previous full time members of the Canadian Armed Forces. 17.0% of recruits report some military experience (cadet, volunteer, reserve etc.).

What do demographic characteristics reveal about potential performance at OPC?

Using the recruit profile and demographic variables, the Ontario Police College Research and Evaluation Unit undertook a statistical analysis to determine if there was a correlation between recruit characteristics and how they could be expected to perform at the OPC.

There is an extremely high level of recruit performance in meeting standards at the Ontario Police College. However, among the 2.1 per cent of recruits who did not meet either the academic or practical performance standards, some correlations were found.

Performance at OPC in relation to higher education and age

Only 2.1 percent of recruits did not meet all standards at OPC. Amongst those recruits who have not gone to college or university, none or 0% failed to meet standard in one or more subjects at OPC. Amongst those who had completed a university degree, 0.2% did not meet standard in one or more subjects at OPC. Amongst those with college experience, 5.6% who had a partial community college education; 3.9% who had previously completed a college program; and 2.7% who had completed a Law and Security Program did not meet standard in one or more subjects at OPC.

Recruits over 35 are somewhat more likely to have difficulty with academic standards. However, there were no differences in meeting practical standards by age. 🚓

b   Police services have a long and rigorous screening and assessment process

The next phase in the recruitment process is screening and assessment. Activities in this phase focus on paring down the number of applications in order to identify the most qualified candidates. Getting the right information about a potential candidate is essential for making the right hiring decisions. This is an area in which police services excel. They have done a great deal of research to ensure that the assessments they use are reliable and valid. For example, the Ontario Ministry of the Solicitor General has conducted a series of studies focused on research and analysis into the validity, reliability and fairness of selection tests and measures within the police community. In addition, the RCMP and other organizations in New Brunswick and British Columbia have also conducted studies to analyze selection criteria in order to establish bona fide occupational requirements, including medical and physical requirements.

Screening and selection for sworn personnel is a multi-step process that tends to consume a significant amount of police time and resources. From beginning to end, the recruitment process can take months to complete. There was concern expressed among some interviewees that the long process was costing them good candidates. They explained that many candidates applied to a number of police services and went through the selection process in each police service. They then accepted a job with whatever police service offered them a job first. This was frustrating to some HR directors given the high cost of the recruitment process. Some completed the whole selection process for various applicants just to find out that the candidates they had chosen had accepted positions with other police services which were able to make an offer of employment more quickly. They believed that the organizations who had the resources to complete the recruitment process faster had the advantage. Police services may therefore gain significant advantage by finding ways in which they can collaborate for all or part of the recruitment process.

The sequence and scope of the selection processes varies from one police service to another and from one province to another, but the main steps in the process are described below. These steps don't necessarily apply to all police services.

- **Application receipt and screening** – Applications are reviewed to ensure that the all required documents have been received and that the candidates meet the minimum requirements.

- **Written Examination** – Police services use various tests that are designed to measure applicants' arithmetic and problem-solving skills, their grammar and comprehension and their verbal and writing skills.

- **Physical Abilities Test –** This test is designed to determine whether the applicants have the minimum abilities to perform the physical duties associated with the

job of a police officer. It generally evaluates cardiovascular endurance, anaerobic power, upper body strength, abdominal endurance, lower back flexibility and body fat composition. The standards for men and women are the same for this test. Various police services use different tests, but some of the tests that are commonly used are the Physical Abilities Requirement Evaluation (PARE), the Police Officers Physical Abilities Test (POPAT) and the Physical Readiness Evaluation for Police (PREP).

- **Interview** – Most police services conduct a behaviour-based interview whose purpose is to determine the applicants' overall suitability for employment, assess their competencies, their potential to obtain a security clearance and the reasons why they want to become police officers. This is generally a panel interview. Some police services conduct more than one interview with each applicant.

- **Background investigation** – The purpose of the background investigation is to determine the personal character of the applicant and to identify if there are any reasons why the individual would not be able to perform policing duties. A thorough investigation is done into the applicant's past. References, present and previous employers, neighbours, friends and family members are all contacted. This step is very expensive and can be fairly time consuming especially for applicants who have lived outside of the country. This could possibly be a barrier to the hiring of visible minorities who have lived abroad.

- **Polygraph Examination** – This examination, which is only done in police services in certain provinces, is part of the background investigation. It is done by a qualified polygraph examiner.

- **Language test** – This test is not required in every police service. The purpose of this test is to determine the applicant's proficiency in one or both of Canada's two official languages.

- **Psychological or personality tests** – A battery of written tests are done to determine if the applicant is suited for a career in policing. The tests are evaluated by a qualified psychologist. These tests are not done in every police service.

- **Assessment Centre** – A few police services have established an assessment centre to evaluate applicants. It is a "process where participants engage in a variety of job related exercises which are designed to simulate realistic situations which an individual will face when working at a particular job. These exercises are designed to elicit behaviour relevant to the abilities, skills, and personal qualities that are critical to success on that job."[55] The province of British Columbia has been evaluating applicants through an assessment process for a number of years. The SPCUM also evaluates candidates through an assessment centre. The results of the assessments for candidates who are hired by the police service are sent to the district police station where the recruits are assigned. This allows the immediate supervisor to support the recruits improvement efforts for the first months on the job.

- **Medical and Vision examination** – The purpose of this examination is to determine if the applicant is medically and physically fit to work as a police officer.

Candidates are generally automatically eliminated when they fail one of the assessments. This serves to narrow the pool of candidates from which to choose and to therefore limit the cost of the selection process. That is why, in general, the most expensive steps are done towards the end of the process.

Some research suggests that current selection processes continue to focus on weeding out unacceptable applicants rather than screening in desirable candidates. While this process eventually reduces the field down to a more manageable size, the problem remains that the successful candidates are not always the best candidates. Some researchers suggest that the process is most successful in identifying applicants whom the service has no reason to reject, rather than the best ones to select.[56]

A significant number of applicants do not successfully complete the selection process. This has led many human resource directors and commanding officers interviewed to indicate that the pool of qualified applicants is not large enough. However, it could also be a result of the wrong pool, meaning that the policing services limit themselves to considering whomever applies rather than seeking out potential candidates. Increasing the size of the pool would result in increased time and money needed to screen the applicants. Changing the composition of the pool or changing the approach to recruitment and selection may be more efficient. Also greater communication of the expectations of the job and the daily tasks that sworn personnel perform may improve self-selection of applicants. Many police services are starting to do this on their websites by describing the daily activities of constables and

by providing a self-assessment questionnaire that can be completed prior to applying with a police service.

Some police services have chosen to change the composition of their applicant pool. For instance, future police officers in the province of Quebec must follow a strict learning program prior to being hired by a police service. Their college level studies, covering a period of three years, consist of a basic general and professional education (language – philosophy – sociology – law) and specific training in Police Technology. At the *École nationale de police du Québec*, training is provided in virtual learning situation. Students must demonstrate that they have integrated the skills required to obtain their diploma, which represents a licence to practice for police Officers in Quebec. Individuals with a university education or equivalent require an Attestation of Collegial (attestation d'études collégiales/AEC) officially recognizing 26 weeks of Police Technology studies for admission to the *École nationale de police du Québec*. Similarly to Québec, people in the Atlantic region who want to become police officers usually attend the Atlantic Police Academy prior to being hired by a police service. Graduates are responsible for finding their own employment once they have successfully completed the program.

Hiring successful candidates

The final step in the recruitment process is hiring successful candidates. Once hired, new recruits outside of Québec and the Atlantic region receive post-hire training at one of the police academies in their province. Once the recruit training is completed, some police services supplement the basic training with additional in-house training or orientation. The purpose of this orientation is to teach recruits about the police service and to familiarize them with the various administrative procedures specific to that police service. The length of this orientation varies and can range anywhere from a few days to a month, depending on the individual police service.

In Quebec, recruits are generally hired as "auxiliary officers" and "temporary officers". These police officers receive the training provided by the police service as part of an induction. They work either on a part-time or full-time basis and serve to replace any sworn personnel who are off on leave or on holidays or to add to the ranks when additional resources are needed during the busy tourist season. In many of the police services interviewed, tempo-

rary officers were given first preference when a permanent position opened with the police service. In effect, in Québec, police services have a pre-qualified pool of applicants from which to choose when positions open.

Once the post-hire training and orientation are completed, recruits are then paired with a more senior officer on patrol. Their responsibility is to coach new recruits through the first few months of service. According to interviewees, however, this coaching does not always occur because of insufficient resources on a given shift. In many cases, new recruits said they were paired with another new recruit or they went out on patrol on their own. In other instances, interviewees said the coaches were not very effective. They believed that some officers took on the coaching job in order to get promoted or to earn more money and were not really interested in providing coaching to new staff.

Many of the new recruits who were interviewed complained about the lack of coaching. They believed that coaching was crucial to their effectiveness as a police officer and that coaches gave them some of the knowledge they could not learn in school, such as how to read a situation properly, which areas of the city were more problematic, etc. Police services will have to look more closely at the reasons why the coaching programs that they have developed are not meeting the needs of new recruits.

Recruitment and selection of civilian personnel is generally done on a position by position basis

Recruitment and selection of civilian personnel is generally done on an ad hoc, position-by-position basis. The process tends to follow common hiring practices used in other sectors. Job vacancies are generally advertised either internally or externally. Some police services are required to fill vacancies internally first, and can only advertise externally if a suitable candidate cannot be identified within the organization. Applicants go through a screening and selection process that can include various assessments and interviews. Civilian personnel are sometimes hired directly by the police services and sometimes hired by the municipality.

Once hired, civilians sometimes receive on the job training or orientation. Some civilians who are hired into specialized positions, such as the 911 dispatch receive formal training at some of the police academies across the country.

Economic Barriers

Individuals in the Atlantic region who wish to become police officers face a particular hurdle that is unique to that region of the country. As mentioned earlier, individuals in the Atlantic region must first obtain a diploma in Police Sciences from the Atlantic Police Academy or from a recognized police recruit program before they can be hired with a police service. Although this is similar to the Quebec model and in fact candidates in every province must complete some type of training before they can work as police officers, the difference is in the cost of the training to the individual student. In the Atlantic region, the cost to the student for the 32-week training program at the Atlantic Police Academy is $19,150. This includes the tuition of $16,250 plus additional registration fees such as a union fee, a graduation fee, books, uniform, etc. If we also include the costs associated with on-the-job training, i.e. transportation and living expenses, the cost can be as high as $23,000. This is much higher than anywhere else in the country.

The high cost of this training acts as a financial barrier to entry into the profession for a number of interested candidates. Individuals who have already accumulated a number of debts may not be able or willing to pay such a high fee for the 32-week program. Provincial governments and police services in the Atlantic region must therefore consider the effect that the cost of training is having on the applicant pool. They must address the high cost of training and determine if it is eliminating potentially good candidates with the skills and abilities that police services want and need because they simply can't afford to pay $23,000 to become a police officer. This consideration will become increasingly important as police services need to recruit more and more candidates with specialized skills and training.

The RCMP is also facing an economic barrier to training since they have adopted their partial cost recovery model. The RCMP is now charging a fee to police services for the training they offer. Although they have not seen a change in the individuals who have attended training since they have implemented this charge back policy, they are concerned that this fee may become a barrier to training for some police services.

Career Progression

Human Resource Planning / Information Management

Recruit → **Progress** → Reward

Labour-Management Relations

The career model is similar for all officers

There is generally no set career path for officers within police services. Still, most police officers follow a similar career path, at least for the first few years. Although this practice is slowly starting to change in some police services, there is still very little external recruitment beyond the entry level. All officers in a service go through the same recruit training, whether it is before or after being hired. They are then required to work on patrol for a number of years before they can become eligible for promotion or transfer into a specialty unit. This model has both advantages and disadvantages.

Some of the advantages of a single career model are:

- all sworn personnel gain an appreciation for work on the front lines;

- this model is relatively easy to manage;

- in theory, all personnel are treated equally;

- management always know what basic knowledge, skills and abilities their staff possess; and

- it provides greater staff deployment flexibility.

There are, however, also some disadvantages to this approach:

- It doesn't allow police services to take full advantage of the diverse background and skills that officers can possess. Candidates who are brought into the organization for their specialized skills can lose these skills by the time they get to use them.

- It doesn't allow for lateral entry. If a skill gap is identified in the organization, the only option is to provide someone with the skills to fill that gap, instead of filling the gap with an outside candidate.

In most of the police services visited, officers were expected to take responsibility for their own career development. They were responsible for asking for the training and education needed to advance in the organization. According to human resource directors career planning was often done informally. They believed that most officers had a good control over their own pace of progression (albeit along a relatively fixed ladder). However officers

disagreed saying they had very little freedom to control their own career paths. Many of the association representatives also disagreed with the human resource directors. They contended that career planning was limited due to a lack of tools and transparency in the system.

Some police services have already established, or are in the process of establishing and documenting career streams for officers. In doing so, they are profiling competencies required in each position within the organization. The purpose of establishing these career paths is to try to keep officers motivated and to allow them to make an informed decision when choosing a position or career path.

The Sûreté du Québec is currently experimenting with a new career streaming model to try to fill some of the skills gap they are experiencing in certain key areas of their police operations. They recently implemented a pilot project where they hired eight university graduates, each with three years of work experience. They first looked internally for any qualified applicants before considering external candidates. The new recruits were provided with police training. They obtained a diploma in police technology and completed the program at the École nationale de police du Québec. Once their training was completed, the new recruits spent six months on patrol duties. They were then transferred to the special investigations unit where they could use the specialized skills and knowledge for which they were hired. This pilot project was implemented two years ago and it is still too early to tell how effective it will be.[57]

The Sûreté du Québec is also in the process of developing career paths for sworn personnel. This career path defines the training and academic qualifications as well as the competencies that police officers are required to possess when they are hired and those they are expected to acquire throughout their career in policing. For example, it defines that, starting in January 2001, police officers seeking promotion to management positions at the rank of chief inspector must have an undergraduate degree. In 2002, the same requirement will apply to the rank of inspector and in 2003, to the rank of captain.

The RCMP is also currently in the process of defining career streams in order to fill key skills gaps in the organization. Under this model, new recruits with specialized skills would not be required to work on patrol for five years. They would be moved into specialty areas at a faster pace than other recruits in order to ensure they retain the specialized skills for which they were hired.

b   Career development in policing organizations

Career development in a police service was traditionally organized around an acknowledged career ladder. The focus was on climbing that ladder in a series of progressive and sequential job advancements through the organization. In the last few years, however, police organizations have flattened thereby reducing the potential number of steps on the career ladder. Lack of job advancement opportunities for sworn personnel is no longer just a feature of smaller police services; even in the larger services, the number of promotional opportunities has decreased.

With fewer ways for a member to advance, police services have to find new ways to motivate employees and to reward them for good service. They have to find new ways to translate the idea of career success and achievement without job promotion.[58] This is especially challenging for police services given the expectations of new recruits. As mentioned in the *Human Face of Policing in Canada* chapter, new recruits are now more educated than were recruits in the past. As a result, they have certain expectations in terms of career progression. Many of the students and new recruits interviewed said they expected to move up through the ranks of the organization throughout their careers. As opportunities for advancement continue to diminish, police services will have to find new ways to keep their personnel motivated and challenged in their jobs. One way in which this can be achieved is through specialization – sworn personnel move to specialty units but remain at the same rank. Opportunities for specialization were generally viewed by sworn personnel as an important part of career development.

Career progression within a police service
Throughout their careers, sworn personnel may have the opportunity to move up through the ranks of the organization to more senior positions and also to move laterally within the same rank. The opportunities available to sworn personnel depend on the size of the police service, the number of supervisory and management positions available and the number of specialized units in the organization. In most police services, the majority of sworn personnel will remain constables throughout their entire careers because there are very few opportunities for promotions. Some of the small police services do not have any specialty units, these services being provided by the provincial police service or the RCMP. In these organizations, there is little opportunity for sworn personnel to move either laterally or vertically, and the majority of them will therefore work on patrol for their entire careers.

Promotions process generally similar across the country
Sworn personnel can move up in the organization by obtaining promotions. The process for promotions may vary slightly from one police service to another, but it is generally similar across the country. Most HR directors said they require officers to write exams both to become eligible for and determine promotions and some services require officers to write a self-assessment or portfolio. Some promotion processes emphasize level of education achieved, and others look for a combination of on-the-job experience and seniority. In a very few jurisdictions, promotions are based on the sole prerogative and decision of management.

Promotions Process at the SPCUM – A Quebec Example

The SPCUM makes available a variety of specifically targeted tests for selection at all ranks within the organization. Thus, depending on the rank to be filled, a variety of tests are developed to evaluate such things as knowledge, management ability and deductive reasoning. Because of a concern for rigour, validity, uniformity and predictability of results, each test is constructed with reference to a description of duties and a competency profile. Officers with recognized expertise contribute to the development of all the tools. The legal verifications are carried out by lawyers and the tests are made available in bilingual versions after having been translated by professional translators. In addition, for each selection process, information brochures are prepared to brief candidates on the content of the tests and to shed light on the material covered.

The candidates' intellectual, managerial and interpersonal competencies are evaluated through a series of simulated exercises at the SPCUM's assessment centre.

Finally, written feedback is provided to any candidate who requests it, to enable candidates to improve their skills. In addition, as soon as an examination has been completed, a statistical profile is prepared detailing the strengths and weaknesses of the applicant population for use in the training and development programs.

Each member of a SPCUM selection committee, whether for hiring or promotion, receives specific training in test development, selection tool use and interview techniques.

Regardless of the promotional process which was used, many officers interviewed believed the best results were not achieved. Some of the complaints expressed by both sworn personnel and association representatives were:

- past performance was undervalued;
- formal education was given too much consideration;
- formal education was not given enough consideration;
- the entire promotion process was arbitrary and inconsistent; and
- some promotions were based on favouritism rather than merit.

These complaints may be true in some cases, and may not be in others, but they are what some sworn personnel believe. This suggests that the promotions process in many police services may need to be more transparent in order for everyone in the organization to understand how and why decisions are made. More open communications on the promotions process may also help to dispel some of the myths in the organization on how promotions are awarded.

For certain police officers, good policing follows from a combination of practical knowledge that is acquired on-the-job and applied people skills that are developed over time. But these attributes are difficult to judge, quantify and measure. There was also a common perception, especially among the more experienced officers that the exam model favours those who have completed school more recently. They argued that written exams promote those who simply have better writing skills and excel at taking tests, not those who are the best at the job or would potentially make the best supervisors. Police organizations do realize that their promotional processes are not perfect and keep trying to improve them. However, most interviewees said that there could probably never be a perfect promotion process, but that they would be more satisfied if police services stopped changing the process on a regular basis.

Promotions to chief or deputy chief positions are not covered under the collective agreement
In police services, the chief and the deputy chief positions are typically not covered by the collective agreement. Police services therefore have greater flexibility in staffing these positions. They are free either to promote an internal candidate or to hire an external applicant. Some of the HR directors interviewed indicated that they try to promote from within as much as possible, but they will hire external applicants if no suitable candidate can be found

internally, although this practice is not very common. Both internal and external applicants are generally required to go through an assessment process that can include various written exams and an interview.

Police services generally look for candidates who have certain competencies that they have determined to be essential for the job. Some specify the level of education that they require from their senior personnel. For example, one HR Director interviewed, said that they generally look for candidates with a certificate or a bachelor's degree in administration or in human resources. In New Brunswick, educational requirements for chiefs and deputy chiefs are regulated. In that province, in order to be appointed chief of police or deputy chief of police, candidates must have successfully completed the Senior Police Administration Course offered by the Canadian Police College or an equivalent training course approved by the Minister.

There is no set process for selecting a new Chief of Police
There is no set process for selecting a new chief of police. Depending on provincial legislation, either municipal councils or police services boards/commissions are responsible for recruiting the Chief. In provinces with legislated police boards/commissions, the board, or a committee of the Board, manages the entire selection process, although some retain an executive search firm to assist it. A select number of candidates are then interviewed by members of the police services board.

The scope of the search typically varies by the size of the organization, the larger the police service, the more extensive the search. Some police services boards/commissions or municipal councils will only consider senior managers within their own police service or within other police services and others will consider sworn personnel in any police service across the country. It is therefore possible for example, for a sergeant in one police service to become police chief of another.

Specialization of sworn personnel
There are opportunities, mostly in the larger police services for sworn personnel to specialize in a number of areas such as community relations, criminal investigations, forensic identification to name just a few. Sworn personnel can apply for positions within the various specialty units as vacancies arise. Candidates are generally required to go through a selection process that can include a number of specialized assessments. The successful candidate will then generally receive training at one of the police academies across the country. In addition, some also receive on-the-job training for a number of months.

Sworn personnel can move in this manner from one specialty unit to another throughout their career or move up in ranks within their own specialty. The most common practice within most police services visited seemed to be the movement from one specialty squad to another. This caused some concern among both civilian personnel working in those units and sworn personnel working on patrol. Civilian employees complained that they are sometimes required to train their supervising officers. The officers being trained are usually involved in promotion rotations, and few remain in one position long enough to make the specialty training worthwhile. Civilians who provide training to their superiors report that there is very little succession planning and that "the big bosses don't really know what is happening."

Sworn personnel complained that it seemed to be much easier for those currently working in a specialty squad to move from one squad to another than it was for patrol officers to get in. In a study on retention of municipal police officers in BC, Kim Polowek discovered that a "majority of female and male members were dissatisfied with the practice of permitting members of specialty squads the opportunity to travel between specialty areas without returning to patrol."[59] They believed that squad members were given preference because they were known to the people making the decisions and because they had been able to obtain specialized skills that gave them a perceived advantage over other candidates.

In some small police services sworn personnel are sometimes rotated through specialty units for a number of months. This helps to ensure that a larger portion of the personnel has at least some of these specialized skills and helps protect the organization from a skills gap should someone working in a specialty unit leave the organization.

Women and visible minorities have less success in the selection process for promotions and specialization
There is a general perception among police services that fewer women and visible minorities are successful within the system for promotions compared to white males. They are also less successful in being selected for specialty units. At this date, however, very little data have been collected or analyzed to validate this belief. According to research, police services have started to implement new gender-neutral promotional policies based on a combination of examination marks, assessment of potential for effectiveness, seniority, review of past performance and interview results. Some of the new processes established to try to eliminate bias and ensure objective assessment of all

candidates include: behavioural interview techniques, training for interviewers, gender-balanced interview panels and structured reference checking.[60]

Women in policing face a particular challenge in the promotional process and in the selection process for specialty units. According to one researcher, it is often harder for women officers to move laterally to tactical teams than it is for them to move upwards to management positions.[61] This sentiment was echoed during the interviews. Some of the female officers interviewed complained that it was difficult or even impossible for them to be transferred into some of the specialty units. Some of them said they were refused a request for promotion or transfer because they were told there was already enough women in that unit. Some also felt that they were being pushed towards what was seen as traditional women's roles such as community services, school liaison or sex offence areas.

b   Career Mobility Across Police Services

Lack of recognition of basic training between provinces
In many sectors, career mobility between provinces is dependent, in part, on organizations in one province recognizing education and training that applicants received in another province. In policing, not all organizations across the country recognize the basic training that cadets received in police academies in other provinces. This can have a significant impact on the mobility of police officers and on the ability of cadets in some regions to obtain a job. This issue is of particular concern in the Atlantic region where cadets are asked to pay for very expensive basic training before they are hired by a police service. Although the training received at the Atlantic Police Academy, in combination with 2 years of experience, is recognized by the RCMP and a few other police services outside of the Atlantic region, cadets who cannot find employment with these services or with a police service in the Atlantic region are in a way losing the large investment they have made in their future because their education is not recognized. This situation can add to the financial barrier to entry into the profession that is faced by candidates in the Atlantic region.

Cadets in Québec are also asked to pay for their basic training before they are hired by a police service. However, the issue of inter-provincial mobility did not seem to be as significant an issue in that province. Cadets, cégep

students and sworn personnel in Québec who were interviewed as part of this study expressed little desire to work outside of the province.

The recognition of training between provinces is also an issue for experienced personnel who want to move to a police service in another province. The requirements that must be met by experienced personnel vary from one province to another and from one police service to another. As a rule, candidates must have at least two years of experience with a police service before they are considered an experienced hire. They generally follow the same recruitment process as other applicants. Experienced applicants are required to prove that they have received basic training from an authorized institution and that they meet the standards established by the hiring police service or by the relevant province. Applicants are sometimes required to pass an exemption examination. As the name implies, applicants who successfully pass the exam are exempted from basic training. Those who fail the exam must apply to the police services through the regular recruit process. In some provinces, however, experienced applicants are still required to take basic training even if they have already completed it in the past and have experience in policing. Greater recognition of training from one province to another would lower costs for both cadets and for police services.

There is greater mobility amongst experienced personnel
Traditionally, candidates joined a police service at the beginning of their career and remained there until retirement. Although this is still true in many instances, there is increasing mobility of sworn personnel between organizations, especially among those who are still at the beginning of their career.

HR directors revealed that there is a fair amount of turnover among sworn personnel who have been with the organization for two years or less. Interviews revealed that many new recruits accept a job with the police service that offers them a position first. They work for that police service for a few years to gain experience then move to another police service. In the province of Québec, there is a fair amount of mobility among the temporary officers. These recruits generally accept a job with the first service that can offer them a permanent position, but like police officers in other provinces, they may then move to another police service in a few years.

There are many reasons why new recruits move to another police service. Some of the reasons recorded during the site visits include:

- they wanted to work for a police service in a large urban area;
- they wanted to move closer or back to their hometown;
- they wanted to work in a police service in a small rural area;
- they wanted to work for a police service that offered more career advancement possibilities.

Some HR directors, senior officers and association representatives were concerned over this increasing mobility of experienced constables. They explained that many police services were starting to "steal" experienced constables from other police services in the province because of the cost savings involved. Outside Québec and the Atlantic region, police services are required to pay for all or part of the recruit training. By hiring constables with a few years of experience, police services are therefore saving a considerable part of the cost of the basic training. Some police services visited in this study admitted that they hired mostly experienced personnel because they could not afford to pay for recruit training. If this trend continues, it may force police services to rethink their recruit training model.

Sworn personnel seem to be more mobile in the first few years of service. Sworn personnel who have been with a police service for a number of years were not as interested in moving to another police service. Many of the officers interviewed said if they had wanted to move frequently, they would have joined the RCMP, the OPP or the SQ, where this was an expectation of the job. Outside these forces, career mobility is limited by the lack of portability for seniority and, in some provinces, of pensionable service between various police services. After a number of years of service, the restrictions to transferring these credits with them become a kind of golden handcuff for many officers; financially, they have too much to lose. A number of officers also said that the feeling of belonging or the *esprit de corps* prevented them from seeking employment with another police service.

Among families with dual household income, there was significantly less motivation to seek job relocation; even officers working with the OPP, SQ or the RCMP where job transfers are more readily available said they had refused or not sought promotional opportunities because they could not move their families without significant economic consequence. The spouse of the officer is often not willing to move because he/she has a good job that they are not willing to leave.

Despite the various restrictions, there is still some mobility of sworn personnel from one police service to another. In some cases, sworn personnel are forced to move for personnel reasons, such as their spouse obtaining a job transfer. There is also more mobility in the policing sector at the management level, i.e. in positions that are not covered by the collective agreement. As discussed earlier in this section, police services are not required to promote internal candidates for management positions. It is therefore common for sworn personnel in management positions to move from one police service to another throughout their careers.

Little career progression for civilians
There is generally little room for advancement for civilians in police services. For some of them, reclassification of positions is their only option for advancement. Many civilians said they felt stuck in their current jobs. Some civilians however, are considered municipal or public service employees and have some promotional opportunities within their municipality or public service.

The process used to promote civilians varies from one police service to the other. In some services, they are required to write exams and pass an interview. In other organizations, there is no set process for promotions. Some of the civilians interviewed complained that the promotional process was not equitable. They believed it was frequently too arbitrary, that the decision was left too much to the discretion of management.

b   Retention of Personnel

Turnover rates are minimal in police organizations
Most police services human resources staff interviewed for this study felt that retaining staff was not a problem. Turnover rates were minimal. Officers who decide policing is not a good career choice for them usually quit within the first two years of service. Non-portability of seniority and a lack of reciprocal pension agreements in some provinces tended to be a financial deterrent for officers considering transferring after five years of service.

Retention could become a greater issue as personal job stresses come to outweigh economic deterrents. Kim Polowek in her 1996 report "Retention of British Columbia's Municipal Police Officers: An Examination of

Reasons for Leaving" to the Ministry of Attorney General, British Columbia reveals that roughly 20 per cent of the officers interviewed responded that they were either actively seeking transfer to another police service or were exploring career opportunities outside of policing. More significantly, 57 per cent of the officers interviewed stated that they had contemplated leaving their departments at some point during the past five years for a number of reasons including: career plateauing, promotion policies, lack of career opportunities, dissatisfaction with management and quality of life issues.

A few HR directors of large urban police services said they were growing concerned with their inability to retain highly educated young officers if they could not continue to offer promotional opportunities. Officers in some of the larger services believed that they were losing expertise to the private sector, especially those officers who have expertise in computer and high-technology areas.

Retention of Female Officers

Research clearly indicates that female officers are more inclined to leave policing than their male counterparts. Documented factors in the decision to leave include:

* Actual and perceived sexual harassment;
* Pressures associated with working within a male-dominated environment;
* Difficulties in managing shift-work schedule;
* Balancing family and work responsibilities;
* Working as the sole female in a section;
* A general lack of role models; and
* Perceived barrier to promotion and coveted assignments.[62]

To counteract the impact of these pressures on women officers, special attention should be paid to career planning, flexible maternity leave benefits, adapting working conditions during the pregnancy period (to ensure that quality female workers do not leave the police ranks), providing adequate parental leave, offering stimulating part time jobs, providing easy access to work site day-care facilities and adapting the practical aspects of equipment (e.g. uniforms, service weapons designed for a woman's hand, etc.) [63]

Rewarding Employees

Human Resource Planning / Information Management

Recruit	Progress	**Reward**

Labour-Management Relations
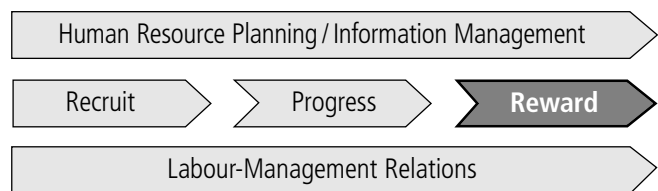
♭   Compensation and Benefits

This section highlights the current situation with respect to the wages and working conditions of both sworn officers and civilians in Canadian police services. Interviews suggested that working conditions, including impacts of fewer personnel and resulting increased workloads, and lack of consultation on important decisions, were greater sources of dissatisfaction than compensation levels.

Compensation in Police Services

Sworn personnel were not always among the better paid public sector jobs in Canada, but gains well in excess of the rate of inflation in both the United States and Canada, resulted in a substantial increase in living standards for police constables in the 1970s and 1980s.[64] According to data from the 1996 Census of Canada, police officers (excluding those classified as managers) earned just over $53,000[65], approximately 40 per cent more than the average person working mostly full time in Canada.

The wages of the first class constable serve as the reference point for wage setting in policing organizations, both internally and when pay comparisons are made across services. The vast majority of first class police constables earn base annual wages in excess of $55,000, and the top-paying services have reached $60,000. According to the *RCMP Total Compensation Report* of May 1999, which provides data from nine of the largest police services in Canada,

pension and other group benefits add between $10,000 and $15,000 to the total compensation package of a first class constable in the larger police services.

Compared to many other major public sector occupations, police officers continue to enjoy relatively high average earnings, and this may be what is attracting many university graduates to the field. During the first half of the 1990s, however, the average annual increase in police officer earnings was 1.7 percent while the consumer price index rose 2.2 per cent per year during this period, implying that the purchasing power of the average police salary declined 0.5 per cent per year. Thus the purchasing power of police earnings dropped by nearly 3 per cent during the early 1990s, while fire-fighters and nurses were able to make real earnings gains over the same period. Beginning in the latter half of the 1990s many police annual wage increases exceeded the CPI inflation rate, winning back some of the purchasing power lost in the first half of the decade.

As services offer reduced chances of promotion because of flattening hierarchies, and more officers could be expected to finish their careers as constables, some services are looking at rewarding seniority among constables as a way of rewarding the contributions of more experienced officers. To this end, many police collective agreements now provide for annual service pay increments and senior constable supplemental pay.

The amounts involved in service pay are relatively small, amounting to less than $1000 per year, or less than 2 per cent of base salaries in the $50,000 to $60,000 range. In addition, seven of the nine largest services (excluding Montreal and the Sûreté du Québec) provide for a Senior Constable Allowance. The larger services in Western Canada offer larger allowances, ranging from 5 to 15 per cent of base pay, while Toronto, the OPP, and the RCMP provide for 2 per cent of first class constable base pay upon completion of roughly 10 years of service. Calgary, Toronto, and Vancouver require passing of exams to qualify for the additional pay. Vancouver offers the highest rates of additional pay, up to 15 per cent after 20 years of service, but also requires the completion of certain courses before pay is awarded.

Though seniority pay practices vary, in the largest five police services in Canada the most senior first class constables earn no more than 4 per cent of base salary more than a new First Class Constable. The question for negotiators of collective agreements is whether these relatively small differentials in compensation are both fair and optimal. To some officers, this may well convey the message that the value of a police officer does not rise significantly with experience.

Because wages are set through collective bargaining, wage rates across police services are well-known, and negotiators and arbitrators commonly benchmark against comparable police services in wage negotiations. These agreements currently have relatively little flexibility for using internal variations in pay to attract candidates with specific and specialized skills, penalize for poor performance, or reward exceptional performance. Based on information gathered in interviews, however, wage levels and benefits for police officers are generally viewed as acceptable and are not seen to present a significant barrier to either recruitment or retention of patrol officers.

Civilian compensation: a substantial gap between them and sworn officers

Comprehensive information on civilian wages is more difficult to obtain partly because Statistics Canada does not publish data on this group, and the RCMP compensation study does not currently document pay and benefit arrangement for civilian employees. Civilian employees at many police services are included in bargaining units with other municipal employees, and their pay is therefore outside the direct control of police management. Similarly salaries for public servants working in RCMP posts are set by the Treasury Board and therefore outside the direct control of RCMP management.

Remuneration is, however, a significant issue affecting civilian-police relations. Although some civilians are satisfied with their earnings, many others are displeased with the fact that substantial gaps exist between their wages and those of sworn officers. The relatively low pay scale of civilians has lead to a trend toward increased turnover among civilian employees in some services, especially among information technology staff and other trained professionals.

Wages for most civilian positions within police services are determined in labour markets that extend well beyond the police sector, and this can present a challenge for organizations when employees naturally discuss internal equity in pay arrangements. Compensation in most support positions is significantly lower than that of police officers, but services seem to have little difficulty filling these positions and managing the turnover. As a result, there appears to be little pressure to adjust wages relative to officers.

In the case of specialized services such as information technology, however, the current excess of demand over supply for these employees in virtually all sectors of the economy presents a challenge to a police culture that has traditionally valued police officers above all others in the organization. Tight labour markets for IT professionals has put some stress in the relative pay of such workers relative to police officers. Police services may well have to offer more competitive wages for IT professionals as their roles in managing and providing access to data continues to expand over the next decade, depending on how quickly the market is able to adjust to current and future demand levels for these skills.

Concerns about compensation fairness

There were a few notable exceptions to the general rule of reasonable satisfaction with pay levels. In the Atlantic region, where wage levels tend to be lower in general in all sectors of the local economy compared to the rest of the country, there is a significant disparity between the compensation for RCMP officers and that of municipal officers. RCMP pay rates are national, and therefore do not necessarily reflect differences in cost of living or prevailing wage rates in localized labour markets across the country.

Whether most municipal services in the Atlantic offer adequate wages to police officers is a subject of some debate. Nevertheless, the mere fact that police officers in a sister organization earn approximately 30 per cent more can generate the perception of inadequate pay among municipal officers. Officers in smaller municipalities currently policed by the RCMP under provincial agreements on a 70/30 cost sharing basis between the province and the federal government, are compensated at rates significantly higher than officers in municipal services in larger cities in the same province.

These pay differences have contributed to some feelings of hardship among officers in municipal services in the Atlantic region. For example, one Association member from the Atlantic region noted that first class constables in his service earn, on average, $13,000 less per year than first class RCMP constables, and suggested that "Lots of officers are living from paycheque to paycheque." While no one wishes to question the ethics of police officers, police services must avoid creating conditions that generate excessive temptation for individual officers to compromise their integrity due to economic hardship. Thus, the substantial and growing wage gap between RCMP officers who provide contract municipal services and those officers paid by municipal police services is likely to cause continued problems for police services and officers in the Atlantic region.

A second exception to the general satisfaction with salaries exists among the temporary officers who are used primarily by police services in Québec, much in the same way that substitute teachers are used by school boards. Temporary officers are paid approximately half the maximum officer wage when they are called in for duty. They also have no guarantee regarding the number of hours they will work in any given week. As one temporary officer with a medium sized police service asserts: "The wages of temporary officers are frozen until they are hired on full time. They do not receive benefits or vacation time. They are also required to pay the same amount in union dues as regular officers, but are not covered by the entire collective agreement."

Benefits and Entitlements

In addition to salary and other benefits, compensation packages include provisions for retirement funds, vacations, group health benefits, and various paid and unpaid special leaves of absence. Sworn officers interviewed in the course of this study were generally satisfied with pension packages, though troubles have arisen when officers absorbed into the RCMP or OPP find that pay outs from their municipal pensions purchase only a fraction of the years of service spent as a municipal officer. Except for those with relatively few years left before retirement, the higher pay generally offered by the RCMP and the OPP mitigates this effect to some extent.

Some younger officers expressed concern with the portability of pensions and are worried about limited mobility among police services, due in some part to the loss of seniority and accrued vacation and other entitlements. In general, however, officers appear to sort themselves among services where geographic mobility is expected (the RCMP and the provincial police services) and those where geographic mobility is neither encouraged nor facilitated (the municipal services).

Whether the lack of provisions supporting geographic mobility across municipal police services serves to shrink the pool of recruits has not been studied to any significant extent, it can be shown that those with university degrees are more geographically mobile than those with lower levels of education. With police services increasingly looking for university or college educations among recruits, efforts to absorb the cost of moving from one police service to another may serve to improve the job satisfaction of police officers and expand the talent pool of individuals who seek a career in policing.

b   Working Conditions

Absenteeism

In police services, as in any organization, a certain level of absenteeism is natural and is in fact expected. Employees need to take vacation, to go on training, or to take parental leave. These absences are generally planned in advance and are manageable for most organizations. There are however, a number of unplanned absences due to such things as illnesses or injury. If a police service does not have the right staff complement to compensate for both these planned and unplanned absences, they will not be in a position to offer the level of service that the population expects. They therefore need to determine their personnel strength taking into consideration a number of factors that influence absenteeism.

*   **The ageing workforce** – As discussed earlier, the workforce in police services across the country is ageing. This has certain repercussions for police services in terms of absenteeism. Older workers tend to become ill more often than younger workers, and they can get injured more easily, especially in a physically demanding work environment such as policing. As a result, a police service that has a high proportion of older workers in their workforce should expect a higher level of absenteeism and should plan for it accordingly.

*   **Morale in the organization** – The morale of the workforce in the organization will sometimes have an influence over the level of absenteeism. Low morale in an organization can lead to increased absenteeism. When employees are unhappy or unsatisfied with their jobs,

they may miss work more frequently. They may not be as concerned about the impact that their absence is having on the organization and on co-workers.

*   **Insufficient resources** – Some police services have insufficient resources to cover planned absences and can therefore not deal effectively with unplanned absences. In these services, it can sometimes become difficult for employees to take training or vacation because there is no one available to replace them on the shift. This can cause a certain amount of frustration for employees if it causes training to be cancelled repeatedly or if legitimate requests for an unscheduled day off are denied. Many of the employees interviewed during the site visits were frustrated by the fact that they were not able to take desired training due to insufficient resources and that they were often required to work with less resources than required on a given shift because replacements for absent co-workers could not be found. Some interviewees also said that they were sometimes forced to call in sick when they needed a day off because they were not able to ask for a vacation day. They realized that it left the shift short-staffed but felt they had no other options. This practice can lead to increased stress on sworn personnel who feel they can never take a day off for a personal reason and for those who are often working on insufficiently staffed shifts.

A survey conducted by PricewaterhouseCoopers indicates that approximately 9 days are lost every year per employee. These days are most commonly lost due to short term illness, but a significant number are also lost to duty or work injury and to parental leave.

FIGURE 18

Days Lost per Full-Time Equivalent Employee

Legend: Sworn Officers, Civilians

Category	Sworn Officers	Civilians
Total Days Lost	8.9	9.1
Short Term Illness	6.0	7.4
Duty or Work Injury	1.3	0.6
Short Term Stress	0.7	0.3
Suspension or Discipline	0.5	0.0
Parental Leave	1.2	1.9

Y-axis: Annual Days Lost per FTE Employee
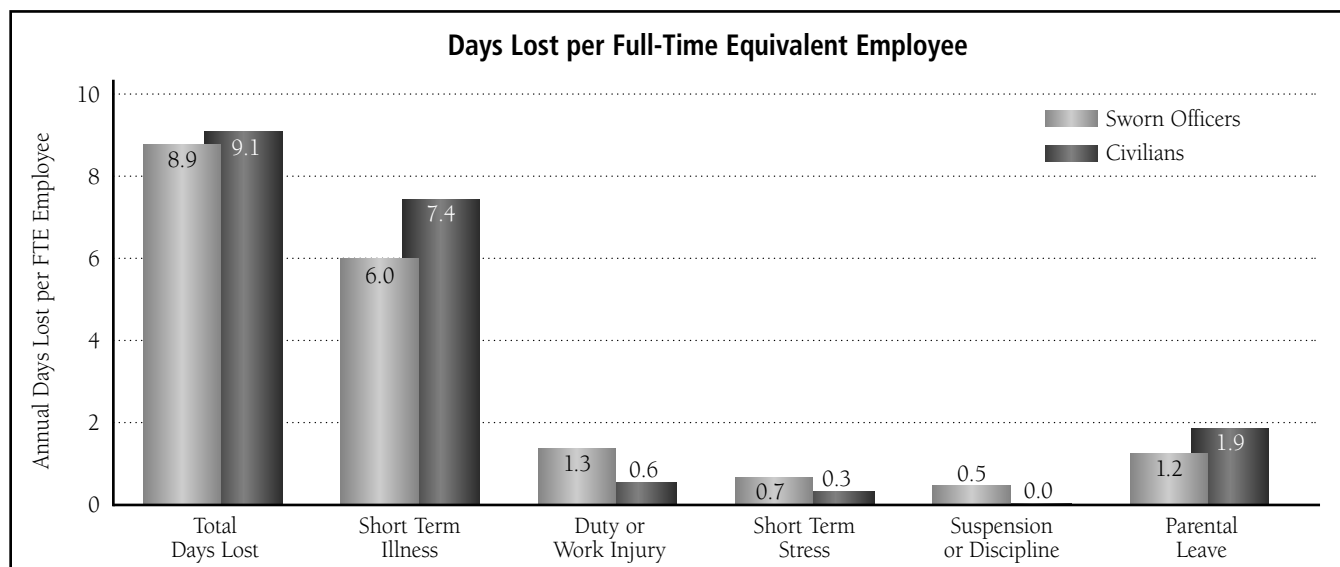
Source: Human Resources Survey of Public Police Services, PwC 2000. Note: Item response rates vary considerably by category, so componemts do not sum to total.

A certain level of absenteeism is unavoidable, but police services need to develop effective ways of dealing with absences to avoid placing too much strain on their personnel and to ensure that they provide effective policing to the population. One of the ways that was adopted in the province of Quebec to deal with this problem is to hire temporary or part-time personnel. This model has had some success in Quebec. In this province, temporary officers are hired to serve as replacements for sworn personnel who are off on vacation, training and illness. Police services in other provinces may want to explore if this model would be effective for them or if other solutions can be found.

Performance management

Results from the survey conducted by PricewaterhouseCoopers show that many police services are conducting formal evaluations of both the sworn personnel and civilians. As the graph below indicated, 85% of police services indicated conducting formal evaluations for police officers.

Interviews conducted during the site visits, however, identified a number of problems with the evaluations process adopted by many police services. Many interviewees

FIGURE 19

Q18: Formal Evaluations for Police Officers

	No	Yes
Police Services	15%	85%
Sworn Officers	9%	91%

complained that the evaluations were not done on a yearly basis. In some cases, sworn personnel had not been evaluated in a few years. Sworn personnel also complained that evaluators had never received training on how to evaluate staff and that there were no set benchmarks or standards on which to base the evaluations. As a result, there was little consistency in how the performance of individual staff members was evaluated. This was a concern to sworn personnel especially in regards to the weight that performance evaluations were given during the promotions process. Many said they wanted improved evaluations processes in their police service and wanted these evaluations to be taken into consideration when determining promotions.

The nature of policing work creates some challenges for management in effectively evaluating the individual performance of staff. Because sworn personnel often work with one co-worker or by themselves, police services need to find ways to evaluate and manage staff performance in a way that seems equitable and accurate to staff. Another challenge for management is the change to community policing. How do police services ensure that staff have adopted community policing principles and how do they evaluate their performance in regards to these principles. The solution found by one police service was to develop performance evaluation forms based on behaviour grids and satisfaction indicators. These ensure a realistic assessment of officer performance can be done. Inspired by available literature and developed with the co-operation of serving police officers and their supervisors, this program was designed to encourage meetings between supervisors and police officers, to support transfer or promotion decisions, and to recognize and value competence. An overall analysis of the grades awarded for each component of the performance appraisals can also be used to identify personnel training needs.

The Sûreté du Québec has developed an recognition and reward program as part of this performance evaluation process. The purpose of this program is to recognize exceptional contributions made by employees in various areas such as teamwork, community involvement, professional commitment and quality of service.

The survey revealed that the performance of civilians working in police services is also evaluated, but not as frequently as that of sworn personnel During the site visits, many civilians interviewed said that they were not always evaluated properly by their supervisors. They explained that they were often supervised by sworn personnel who

FIGURE 20

Q19: Formal Evaluations for Police Officers
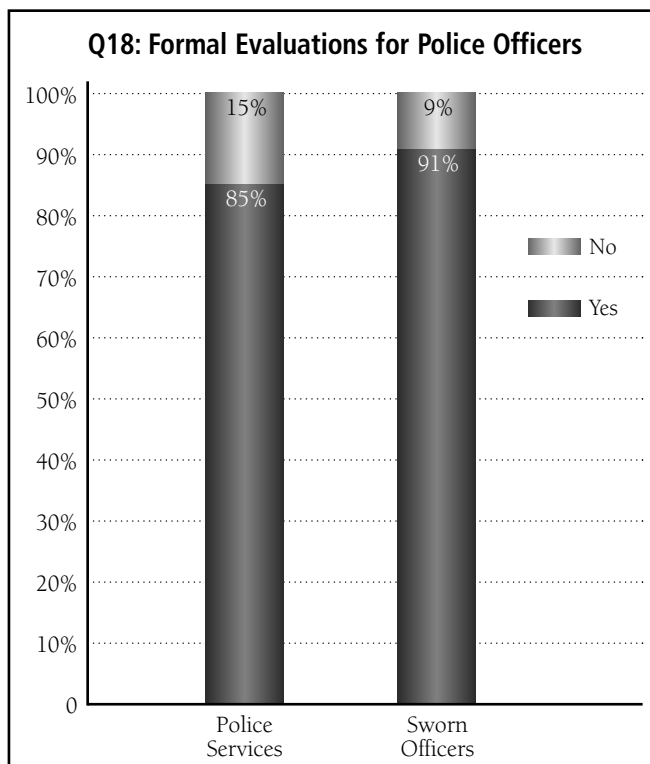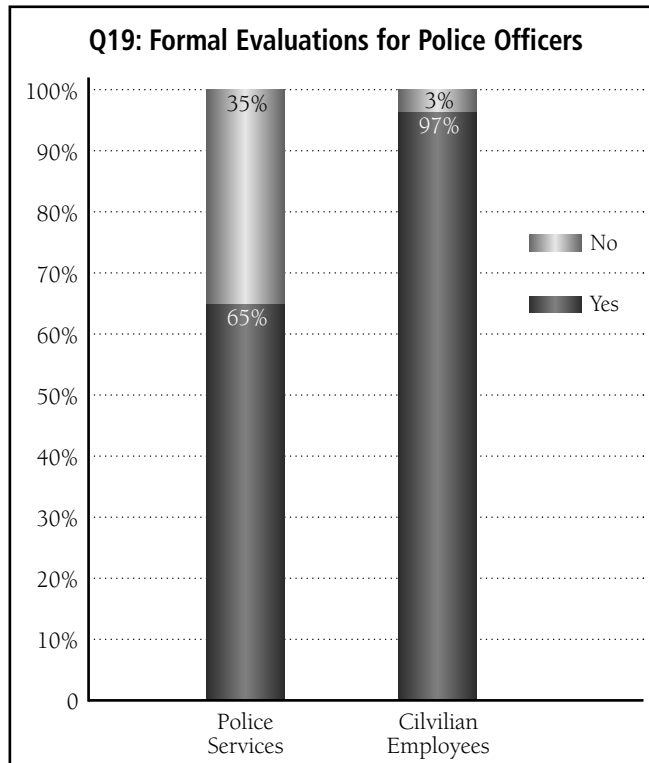
Source: PwC Survey

frequently rotated in and out of their service. Civilians often felt that their supervisors did not know them well enough in many instances to effectively and accurately evaluate their performance. This problem may be solved by appointing a civilian team leader who would either evaluate or contribute to the evaluation of co-workers.

Policing and Stress

Policing is generally known as a high-stress job, but the main sources of stress do not appear to be the inherent danger of the job, as members of the public might assume. Rather, many sources of stress are theoretically within the control of police organizations, and these sources of stress can affect civilian members of the organization as much as police officers. Interviews conducted for this study corroborate the literature in suggesting the major causes of stress in police work places: short staffing, increased work load, longer shifts, and greater scrutiny by management, the public and the media.

As a veteran officer with a small, Atlantic service states: "Demands placed upon the police are high, scrutiny is increased, and officers must make split second decisions. All of these factors add to the stress of policing."

Some old solutions aren't an option anymore

A number of light-duty positions used to be available for the short term assignment of officers suffering from the physical or psychological impact of workplace stressors. However, the number of these positions has decreased making it more difficult to provide short-term respite for officers under stress, but to accommodate the physical effects of ageing on a proportionately older police workforce. The poor ergonomics of many patrol cars has contributed to chronic back pain for many officers, light duty is one means of continuing to contribute as working long patrol shifts "become increasingly difficult for people as they get older."

Shift schedules are sometimes negotiated through the collective bargaining process, and the results appear to be working well for most officers. (In some cases, the shift schedule is dictated by management.) Despite long shifts of between 10 to 12 hours, most police officers were satisfied with the shifts and the number of days off working patterns allowed. A recent report out of Britain, however, suggests that Canadian police services may face increased problems associated with shift work due to an ageing work force and the tendency to hire older recruits. In Britain, "Many large metropolitan services have a workforce largely in 'mid-service' and usually with an average age of between 35 to 42. In five years time, bearing in mind that there is considerable evidence that the over forties do not cope well with night time working, this may well be an area likely to cause considerable concern in the future."[66]

An RCMP study of shift experiments in British Columbia detachments looked at various shift lengths (9.25, 10 and 12 hours) and "watch" lengths of 4 and 3 days for impact on job performance and stress levels, including family considerations. "Results indicated that no one shift length or pattern excelled over another on the basis of the data collected and each design had their relative strengths and weaknesses. It was concluded that no one particular shift was universally accepted by everyone and the success or failure of a particular shift is based on complex and inter-related issues, which must be contemplated by management when implementing a shift schedule."[67]

Beyond the basic stress induced by shift work and working nights, officers cite issues such as uninformed decision-making, short staffing, legislative changes, and problems in the justice system as contributing to stress and low morale. Stemming from the issue of budget constraint, many officers noted insufficient resources as a problem with respect to current working conditions. In the words of one veteran officer from the Western region: "With the lack of resources, police services are expecting officers to do more with less and not be compensated."

Police officers working in Northern and remote areas of Canada face special pressures with respect to working conditions. Issues such as gaining acceptance within the community, adequate backup and communication systems, the balance between work and private life are all especially problematic for personnel stationed in the North or in remote communities.

The situation for some officers in Northern communities has been improved in recent years, however, because of improved communications systems and the implementation of community outreach programs. Nevertheless, the isolation of police officers and their families associated with serving in the North is a particularly difficult issue because of difficulties in recruiting from native communities. A relatively new program in the Northwest Territories promises to both improve policing and reduce the stress of police officers in the more isolated police detachments of the North.

What can be done?
Significant amounts of stress can be seen to be stemming from traditional, closed decision-making systems in many police services. More cooperative, joint decision-making processes often lead to better decisions with fewer issues in the implementation stage due to careful consultation and pre-planning. While the more traditional command-and-control forms of decision-making remain appropriate in emergency situations, most policy and procedure decisions can afford the luxury of greater care and consultation, and greater sense of empowerment and control for most employees.

Employee Assistance Programs
Most police services have implemented Employee Assistance Programs (EAP) to help employees deal with the stress associated with working in a police service. This voluntary and confidential service is offered to both civilian and sworn personnel. Its purpose is to help prevent, identify and treat personal and professional problems that employees are experiencing. Counselling is provided in a variety of areas such as stress management, alcohol and substance abuse, marital and family problems, financial planning and depression.

Counselling is often provided by an external counselling service that is contracted and paid for by the police service. This firm is completely independent from the employer and can therefore provide employees with professional and confidential service. Professionals are generally avail-

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Alternative Practice: Community Constables Program in the Northwest Territories.

One of the significant stresses of RCMP officers in the Territories is the sense of isolation associated with being an outsider in a small, and ethnically unfamiliar community. Related stress is due to general animosity and lack of cooperation that often makes it difficult to properly do investigations.

Under a program jointly sponsored by the Solicitor General of Canada, the RCMP, the Government of the Northwest Territories, and communities in the NWT, the Community Constable Program (CCP) addresses the issues of policing in communities where it is difficult to reflect the ethnic makeup of the community because low educational attainment levels mean that few meet the conditions for acceptance into the police service.

…Implemented in April 1997, the aim of the CCP is to provide enhanced training to By-Law Enforcement Officers enabling them to better meet the public safety needs of their communities. After completing a 4-week training course at the RCMP Academy they become Community Constables. Though a Community Constable remains an employee of the Hamlet or Municipality, he/she has additional training to help the RCMP fulfil its "community policing" mandate. They assist the RCMP with duties outlined in a Memorandum of Understanding (MOU).

All partners in this program agree that the Community Constables are a valuable asset to the communities they serve, and have helped bridge a vital communication link with the RCMP. With the ongoing support and training by the RCMP, the GNWT and communities, the Community Constables have gained the confidence and ability needed to serve as an important "policing" resource. The Program has shown to be an efficient and effective way of sharing existing resources when delivering policing services to aboriginal communities in the NWT. (Laube, 2000, page i).

The Duty of Care and Health and Safety Issues in the UK

A recently published journal article examines implications of the "Working Time Directive" of the European Council on "police operations particularly in the area of human resource management and work scheduling…The Directive stipulates a maximum 48-hour working week for all employees which includes overtime." In the UK, the Police (Health and Safety) Act of 1997 "makes clear that, at least so far as statutory health and safety law is concerned, the police will be treated no differently than other employers."

"Shift workers, based upon over 20 years of medical research, are recognized as being particularly susceptible to longer term illnesses associated with work patterns. An officer who can show that, although fit for duty, he or she is unable to work nights having suffered ill-health which is connected with night work, now has a legitimate claim for requesting a move from night duties."

"The employer has in addition a duty to keep himself informed of any latest advances in technology and scientific findings concerning workplace design and operational issues and to inform employees accordingly. Any new research on stress-related illnesses, for example, particularly those associated with night-time and shift working along with any emerging safety issues surrounding operational procedures such as the use of CS [pepper] sprays and general police equipment, would need to be shared with officers."[68]

Finally, working night shifts, particularly the "Ottawa shift system" (seven nights on and then six days off) is seen as detrimental to overall health and well-being. The Merseyside (UK) police service has changed to the VSA'99 or the variable shift arrangement. This consists of a five-week cycle where officers work four nights followed by three rest days. After four nights of work the body gets used to staying awake all night and by the seventh day it is very difficult to adjust back to normal sleep patterns on the off days. Studies show that very poor health habits and alcohol abuse are among the symptoms. Compliance with European work time regulations is also forcing change in work schedules.[69]

able 24 hours a day to provide support to employees. By hiring an external service, some police services believe they are able to offer counselling services in a wide range of areas at a much lower cost than if they had to offer these services internally.

Some police services, however, have preferred to create an internal counselling service rather than hiring an external service. They have hired psychologists who provide professional and confidential counselling services to all staff members who need assistance. Police services with internal counselling services see two main advantages to this option – it is more cost effective and it is easier to tailor counselling services to the particular needs of personnel working in police services. They believe that internal psychologists are able to acquire a better understanding of the police culture and of the particular issues and challenges that both police officers and civilians working in police services face on a daily basis.

Some police services however, also chose to develop an internal peer counselling program where current or former employees are specially trained to provide counselling to their colleagues or their families. These peer counsellors are able to better understand the particular pressures and stresses of police work because they are themselves police officers. They can therefore lend support to sworn personnel in dealing with incidents that happen in the line of duty, such as personal attack. The Toronto Police Service

and the Halifax Regional Police Service have set up such peer counselling programs for their sworn personnel and their families. The Ontario Provincial Police has internal Referral Agents who are sworn or civilian personnel. Their role is to support the external counselling service through listening to colleagues and providing information about the external service which is available to sworn and civilian staff as well as to auxiliary volunteers. Referral Agents do not themselves provide counselling.

Civilians want to be treated as part of the team

It's us versus them

Although some civilians believe that the dominant police culture is gradually becoming more accepting of civilians, most assert that further improvements are needed. One civilian from a Central, urban service stated that sworn personnel do not respect civilians and that "there is a cultural barrier between officers and civilians which negatively impacts both working and reporting relationships."

Civilians interviewed expressed a general concern regarding the attitudes of police toward them. Many civilians found that the police culture is not always accepting of their increasing role in some functional areas, a resistance that is more acute among older officers. As police and civilians working together increase, mutual resentments can develop. Many civilians believe that they work harder than their police officer counterparts.

In contrast, many police feel civilians are reducing their opportunities for light duty roles.

Like sworn officers, civilian employees report low morale and workplace stresses as problems. Inadequate remuneration, limited opportunities for promotion and poor decision-making by management are some reasons cited. Civilian personnel share the burden of constrained resources with sworn officers, and many civilians report that they are overworked. Like uniformed officers, civilians must deal with rising public expectations, and the lack of modern equipment and technology. According to one civilian interviewee, although much stress arises from personal conflicts, the lack of resources and heavy workloads are also large factors.

Labour-Management Relations

Human Resource Planning / Information Management

Recruit	Progress	Reward

Labour-Management Relations
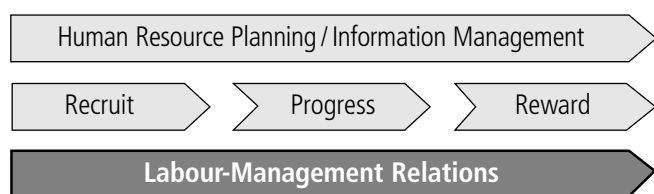
While the labour-relations climate in most police services has not changed very much in recent years, and in some cases the climate has improved markedly, the public perception left by the media is that relations between labour and management have become somewhat more adversarial in Canadian police services in recent years, driven by contract disputes, externally imposed budget restraint, and disagreements over management appointments and adequate staffing levels. Even for those police services which report co-operative and collaborative labour relations, the potential for internal dissension within a police organization is a concern for both management and rank-and-file officers, particularly because it can have detrimental effect on public confidence in and support for the police services. Beneath the veneer of media coverage, however, a number of police services are seeking out new methods of bargaining and joint-decision making resulting in significant improvements in working conditions and morale.

The current system of labour relations in policing has led to some stability, (or rigidity depending on point of view) in wages and working conditions. For better or worse, the system makes changes in matters governed by the collective agreement in response to changing conditions relatively difficult unless both parties see a clear advantage in changing. The traditional nature of most collective bargaining in police services, termed "adversarial" though not necessarily hostile, typically consists of presenting positions or demands which may be agreed to in return for concessions in other areas. Recently, however, some services have experimented with a problem-solving approach to negotiations similar to that used to resolve problems encountered in policing the community, and this appears to expand the range of possible outcomes on which the parties can agree.

Labour Relations Environment in Canada
As is the case with policing, labour relations in Canada are divided into provincial and federal jurisdiction. The Parliament of Canada, the provincial legislatures and the territorial councils of the Yukon, Northwest Territories and Nunavut have authority to pass labour legislation. The Parliament of Canada's jurisdiction over labour relations is restricted to a few key sectors by the *Constitution Act* and its interpretations. The balance of labour relations are subject to provincial jurisdiction under a series of labour relations acts (most following a similar format to the federal Act) administered by provincial relations boards in every province except Quebec. In that province, labour relations are administered by the *Bureau du commissaire général du travail* and the *Tribunal du travail*.

Labour relations in the policing sector are similar to those in other sectors. The main difference being that most bargaining units are statutorily designated, resulting in police employees representing police employees at the bargaining table. Only New Brunswick, Nova Scotia and Prince Edward Island allow representation by non-police bargaining agents. Although bargaining units in these three provinces are not restricted to public sector representation, the Canadian Union of Public Employees (CUPE) is the only outside agent representing police officers. Several jurisdictions have separate statutes to address police labour relations. Some provinces have included labour relations in their policing statute. Three or four find their bargaining authority in the provincial Code or Act that governs all workers and employers.

Bargaining Arrangements in Public Policing

As shown in the table below, police officers in most police organizations, have the right to bargain collectively through an Association, and five of ten provinces permit affiliation with other unions. The RCMP stands apart among public police services in Canada in that their members are excluded from collective bargaining rights, as recently reaffirmed in a ruling by the Supreme Court of Canada. Instead, labour relations in the RCMP are managed through a system of Staff Relations Representatives, elected by members of the RCMP to convey concerns to management on working conditions and compensation issues. Thus, though arrangements differ, formalized mechanisms are in place for most public police officers to communicate with management on issues of concern.

Legislation Governing Police Labour Relations in Canada

Province/ Legislation	Right to Bargain Collectively	Mediation/ Conciliation	Right to Affiliate	Right to Strike	Binding Arbitration	Type of Arbitration
British Columbia						
Labour Relations Code Police Act	Yes	Yes	Yes	Yes[1]	Optional	Single or Tripartite
Alberta						
Police Act Labour Relations Code	Yes	Yes	No	No	Yes	Tripartite
Saskatchewan						
Police Act	Yes	No	Yes	Yes	Yes[2]	Tripartite
Manitoba						
Police Act Labour Relations Act	Yes	Yes	Yes	Yes	Yes[3]	Tripartite
Ontario						
Police Services Act	Yes	Yes	No	No	Yes	Single or Tripartite
Québec						
Labour Act Police Act	Yes	Yes	No	No	Yes	Tripartite
New Brunswick						
Industrial Relations Act	Yes	Yes	Yes	No	Yes	Single or Tripartite
Nova Scotia						
Trade Union Act Police Act	Yes	Yes	Yes	Yes[4]	No	Not applicable
Prince Edward Island						
Labour Act Police Act	Yes	Yes	Yes	No	Yes	Tripartite
Newfoundland						
Constabulary Act	Yes	No	No	No	Yes	Tripartite

1 Essential service designations.

2 If union constitution has no strike clause.

3 Binding arbitration in Winnipeg only. In rest of province, binding arbitration can be added to collective agreement by mutual agreement.

4 Thirty day 'cooling off' period.

Source: Jackson (1995), p.322

Autonomy is the norm in police bargaining units across Canada. British Columbia employs a coordinated bargaining strategy among eleven of the twelve units. Saskatchewan is trying to implement a similar system. To date, theirs is more properly described as pattern bargaining. All but the larger bargaining units in Quebec rely on the provincial federation to handle bargaining and most other police labour activity. The Police Association of Nova Scotia (PANS) represents all Nova Scotia bargaining units except the Halifax Regional Police. Twelve of fourteen New Brunswick bargaining units are represented by CUPE. Prince Edward Island has two bargaining units, one represented by CUPE and the other by PANS. All other bargaining units in the country are represented by their local executives at the bargaining table and rely on their provincial association or federation to represent them in federal and provincial legislative matters. The provinces rely on the Canadian Police Association (CPA) Board to address national/federal issues and concerns, including justice reform.

Police associations operate in a very unique labour relations environment and consider themselves fundamentally different from most other unions. In reality, labour law and trade union law makes no distinction and considers them the same as any other bargaining agent in terms of legal responsibility and in particular the duty of fair representation.

Civilian employees in municipal and provincial police services, as well as public servants in the RCMP, typically have fewer restrictions on labour rights than police officers, though our survey suggests that civilians are less likely to exercise their bargaining rights than police officers. As shown in Figure 21, only 13 per cent of responding police services, representing 31 per cent of officers in organizations that responded to the survey, did not have collective bargaining in place for police officers. For civilians, on the other hand, 25 per cent of responding services representing 43 per cent of civilians in the responding sample, did not have collective bargaining in place. Civilians that do exercise collective bargaining rights are more likely to be represented by a separate bargaining agent from that representing police officers.

As noted by Richard Jackson, a recognized authority in Canadian police labour relations, police labour relations differs from most other sectors in two important respects. First, at least until recently, senior management – chiefs and deputy chiefs – almost invariably worked their way up

FIGURE 21
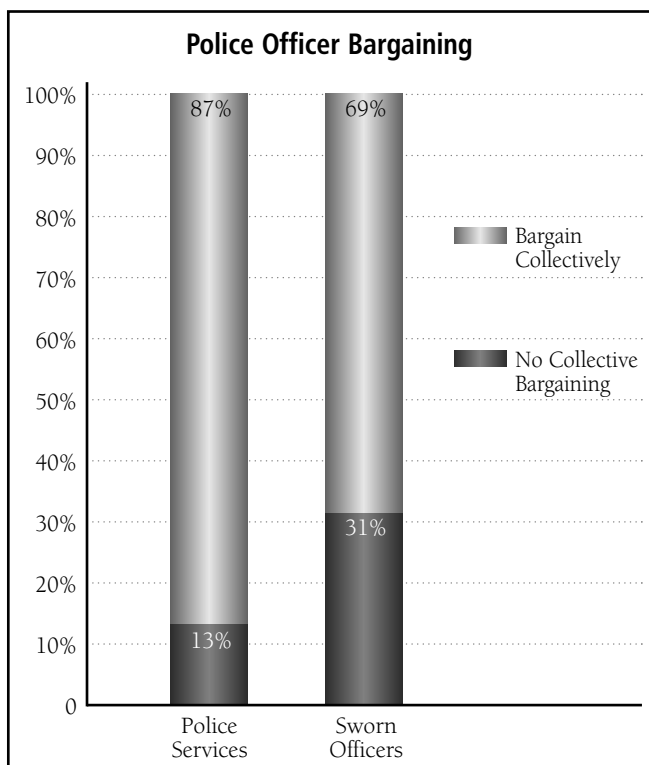
Source: PwC Survey

FIGURE 22
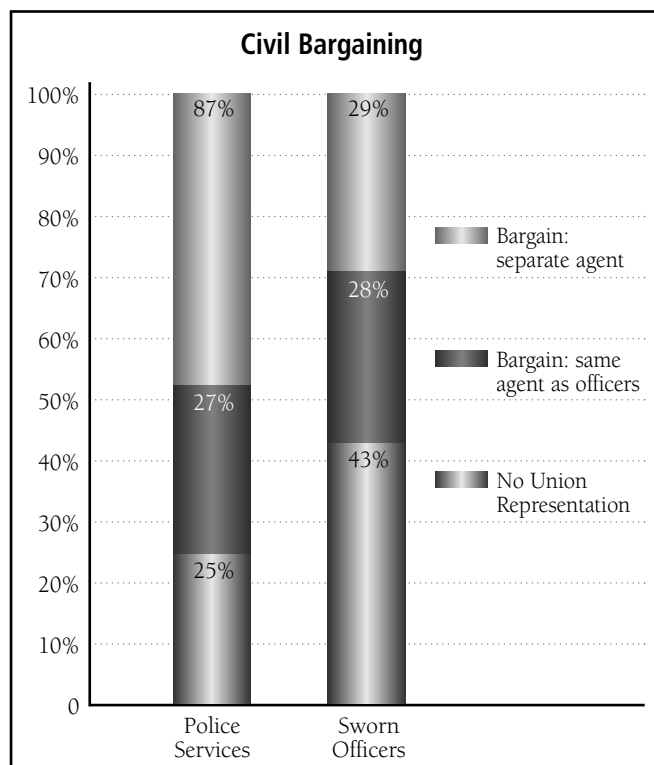
Source: PwC Survey

from the lowest police ranks, whereas in most other sectors, senior managers often join organizations in junior management ranks. Second, collective bargaining in the police sector is typically conducted between the police association and the municipality, police board, or commission. While senior officers may provide advice to the "management" side in bargaining, they are not typically considered as part of the opposing side in contract negotiations. "This duality allows the chief and his [sic] top officers to escape part of the normal adversarial role of top executives in that, at least for purposes of negotiations, they are perceived to be neutral on some matters and, indeed, pro-association on others."[70]

There are some signs that departures from the traditional route to senior police management are generating strains in police labour relations. In some cases, the selection of a police chief has led to conflict if the successful candidate is not perceived as a credible leader in the eyes of the Association membership. The view of one commanding officer at a small, central police service was:

> The municipality is responsible for filling the management positions within the police service. The chief and the members believe that the municipality chooses people who they feel will be sympathetic to their position for these jobs. The members believe the municipality sometimes makes inappropriate choices. This creates many labour relations problems within the police service. There is generally some animosity between the association and the management of the police service.

How many police services are affected by this source of animosity between officers and management is not known, but there are fears that Canadian services will be increasingly affected by militant action on the part of associations to force a disliked or disrespected chief from office.

The Arbitration System

Police labour relations differ significantly from most other unionized situations due to the fact that most contract disputes are settled in arbitration, typically binding, with strikes either forbidden or extremely rare. Binding arbitration to resolve impasses has been implemented in recognition of the fact that policing is an essential service and the use of strike or lockout would be very disruptive to the communities they serve. If bargaining between the two parties does not resolve to an agreement, presentations are made on the issues before a single or three-person arbitration panel that then impose a decision based on the facts presented, external precedents, and some consideration of what resolution is practical in the context.

FIGURE 23
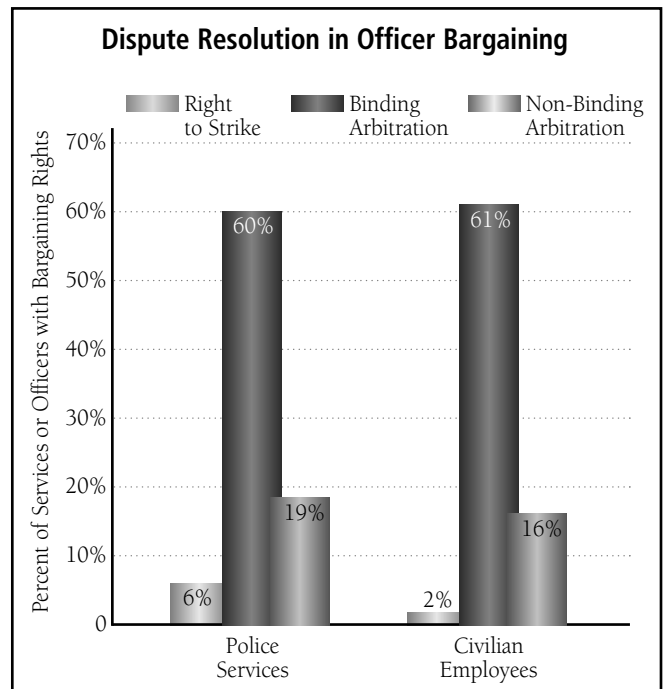
Source: PwC Survey; based on valid responses from 113 police services, representing 32,469 Sworn Officers.

FIGURE 24
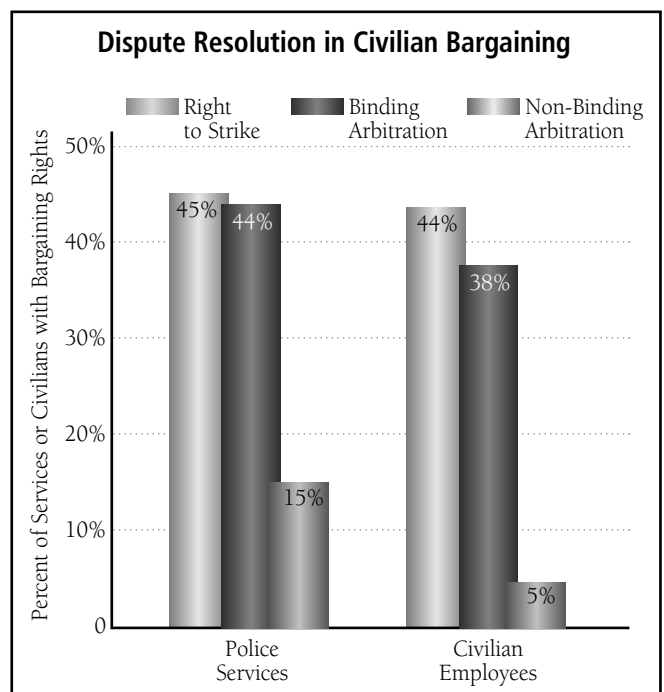
Note: Percentages may add up to more than 100% as multiple responses were possible.
Source: PwC Survey

This system of interest dispute resolution has led to a fair degree of stability, (if not rigidity) since in wage determination as well as other matters, one of the key considerations for an arbitrator is what other comparable services include in their agreements. For wage settlements, arbitrators typically refer to wages in similarly sized police services and impose settlements, with minor adjustments to reflect circumstances such as variations in the cost of living, and perhaps the financial circumstances of policing authority.

The Scope of Issues in Labour Relations
Generally, the issues that arise in labour-management negotiations or discussions in police organizations are fairly typical of those that arise in most other union management relationships. As such, there are many reasons for labour-management relationships to become strained, and the specific reasons vary from organization to organization. Contributing factors can be divided between influences external to the organization, and the adoption of policies and practices which may run counter to the preferences of police officers. Many of the external factors such as budget restraint, regionalization, or changes in the legal system have been discussed in earlier sections of the report, but they are important in this context because they have the potential to drive conflict between labour and management. While police associations will pursue differing approaches to resolving these issues, ranging from cooperative joint problem-solving to work-to-rule and other forms of militant action, there is little doubt that police associations will continue to actively voice their concerns on issues that have a fundamental impact on the policing environment and working conditions. This activism may be attributed, in part, to the fact that police officers have limitations on their ability to refuse unsafe work, relative to employees in most other occupations under current worker health and safety legislation. Given that officers cannot and would not refuse their duty to protect the public from harm, officers and their associations can be expected to actively anticipate and mitigate job risks. Further, police associations will work to eliminate or reduce such risks by insisting on adequate equipment and staffing levels, and working conditions that ensure that officers are vigilant and able to respond to dangers.

While the system of arbitration maintains a fairly narrow range of outcomes on any one issue due to a reliance on precedents in comparable services, the range of issues that might be brought to arbitration is quite broad. In general, all matters related to wages and working conditions may be considered in arbitration, including matters related to the organization of work, staffing levels and configurations, and health and safety concerns.

Looming Issues
Wage settlements are the most obvious element of contract negotiations, but compensation is clearly not the only issue on which the parties may disagree. Pension eligibility, parental and family-related leave, the duty to accommodate and other matters relating to the safety of police officers are likely to continue to either be dealt with directly or indirectly in collective bargaining in the coming decade.

- Conditions for eligibility for an unreduced pension is a concern for a number of associations, particularly those where the age of 60 or more is a requirement. Most of the larger services now have the option of retiring after 25 years of service, so this issue is expressed as a concern more often in small or medium-sized services. In view of current trends toward hiring older recruits, an adequate pension at a reasonable age for retirement promises to remain high on the bargaining agenda.

- Reduced opportunities for promotion and increased educational attainment have led to a demand for increased transparency in the promotions process, including the right to appeal decisions, access to opportunities, and fairness in testing and methods of evaluation.

- Parental leave provisions are likely to be on the table in response to the recent increases to up to 50 weeks that new parents can receive employment insurance benefits. Many larger police services have provisions that top up maternity or parental leave to 93 per cent of regular salary, but most of these are geared to the previous Employment Insurance entitlements of 17 to 25 weeks of benefits. This issue may prove difficult for associations to manage since these benefits are likely to accrue to only a minority of officers.

- The duty to accommodate officers injured in mind or body, as well as pregnant officers extends to all reasonable alternative duties to the point of undue hardship. In some cases, this duty to accommodate may require exceptions to established shift schedules and seniority entitlements.

- The duty of care that requires all employers to provide a safe working environment applies equally to police services, though all would recognize that the police

work entails an increased degree of employee risk. Nevertheless, the law requires that police services take all reasonable measures to ensure that officers are protected from predictable risks. Reasonable measures could be argued to include purchase of safety equipment such as protective vests, communications equipment that eliminates blacks spots where no radio communication is available, officer deployment to ensure that adequate backup is always available, or double-staffing patrol cars with potentially hazardous assignments such as night duty or high-crime area patrols.

Each of these non-wage issues may prove to introduce significant frictions within police services in the coming decade, causing divisions either between labour and management, or within the association. These are complex issues in which traditional positional bargaining may not result in the most satisfying outcomes. Instead, some police services have been using approaches to these issues that emphasize joint problem-solving, recognizing that on-going relationships are often severely impaired in confrontational bargaining.

Improving Labour-Management Relations

In a period of significant change, conflicts are more likely to arise when there is relatively little communication or consultation on the most appropriate measures an organization might adopt to cope with or take advantage of opportunities arising from new technologies, new findings on the impact of various shift configurations, or organizational innovation more generally. While high levels of communication are necessary, effective processes also require proven approaches, such as interest-based bargaining and similar techniques, to seek out and select appropriate solutions.

FIGURE 25

Labour-Management Committee or Equivalent
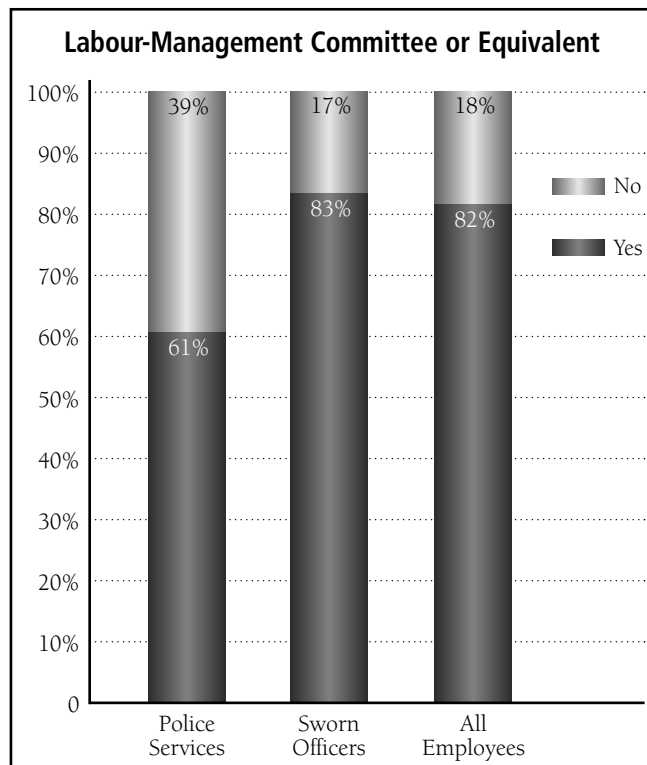
Source: PwC Survey; based on valid responses from135 police services.

Labour relations success includes effective communications

While the specific issues of concern to labour have varied over time, the quality of labour management relations depends heavily of their ability to resolve whatever issues arise to the mutual satisfaction of both parties. Many interviewees cited poor communication as the biggest contributor to adversarial labour relations. Some police services have implemented specific measures designed to improve

Negotiators engaged in police sector bargaining in New Brunswick have begun to use Interest-based negotiation (IBN) based on the problem-solving concepts and methods of the Harvard Negotiation Project. By the mid 1990s the animosity and cost of traditional conflict bargaining had the negotiating parties searching for better ways of coming to terms, and in 1996 the method was used in negotiating a new collective agreement in Saint John, where there had been a long history of acrimonious bargaining, and binding arbitration had been used to settle all contracts in the previous 15 years. IBN led to a negotiated settlement without resorting to arbitration, and both parties agree that the process enhanced, rather than damaged, their ability to resolve other labour management issues as they emerged.

"Interest Based Negotiation strives to decide issues on their merits rather than through a process of debate focused on what each side says it wants. Where interests conflict, the process looks to fair of objective standards against which to formulate solutions, independent of the will of either side…. With the IBN training, proper attitude change and real commitment to do business in a different way, trained mediators/facilitators can be developed in house. As the program develops, the negotiating skills of all those trained in the IBN process are honed and the culture changes. Conflicts are resolved in a more professional and humane manner – life becomes a little easier for all of us."

Davidson, 1999, p 2, 8.

Good communications is not about having the right equipment, it's about having an open attitude

Police organizations can spend a lot of money on communications equipment and yet spend little time communicating on issues of mutual concern. For example, one union representative noted that "HR issues at the field level are common because senior officers and managers do not necessarily communicate with the troops regarding HR issues." Another union representative observed, "The association used to meet with senior management every few months to share ideas and concerns and to keep the lines of communications open. These meetings do not seem to be as frequent lately."

communications between labour and management. The most notable example is the establishment of a forum for communications in which the parties can discuss and potentially resolve issues of mutual concern outside of the formal collective bargaining process.

As shown in Figure 25, 61 per cent of responding police services indicated that they had some forum for labour-management communication outside of collective bargaining. Among those organizations that had committees, two-thirds included representation for civilians. Only 10 per cent of civilian personnel in organizations with labour-management committees were not represented. The mere existence of a committee does not, however, guarantee positive labour relations results. If the committee is seen as another battleground to stage a power struggle between labour and management, the group is unlikely to resolve issues to mutual satisfaction. If, on the other hand, the committee is used as a constructive problem-solving forum, using the same techniques as many services practice in community policing, at least some contentious issues are more likely to be resolved.

As police organizations continue to implement community policing principles featuring increased reliance on the discretion and judgment of individual employees and less supervision, the morale of the workforce becomes an even more important factor in overall service performance. Mechanisms to resolve major issues that affect morale must work well, and an effective labour-management committee or similar forum can be a vital communications link improving working conditions, morale, and ultimately, service effectiveness.

FIGURE 26

Civilians on Labour-Management Committees

Source: PwC Survey

Merely establishing a communications link or forum is not enough, however, when the nature of the communication is not likely to result in a solution that resolves the issues to the satisfaction of both parties. With its para-military heritage and the battlefield expectation of unquestioned obeying of orders often extending to even less dangerous circumstances, police services have been relatively slow to move to more joint and consultative methods of decision making. Concerns over "who is running this police service" betray something of an antiquated view that labour relations is a power struggle in which one or the other side is the dominant maker of decisions.

Fortunately there are many examples of police services making decisions on important issues in a collaborative and consultative manner. Health and safety committees mandate an equal sharing of responsibility between labour and management and can often serve as a model for decision-making in other areas. Many police services establish joint committees and extensive trials in the selection of communications equipment or mobile computers, recognizing that those who must work with decisions have an important stake in the decisions. In general, police services are becoming more open to alternate dispute resolution mechanisms in an effort to avoid power struggles and decide issues on the merits of alternative solutions.

Learning and Development in the Public Policing Sector

Policing is a people business. The credibility and effectiveness of policing are highly dependent on well-trained and experienced police personnel. Timely, relevant and effective training is recognized as a fundamental mechanism that prepares those involved in policing to deal with the operational challenges of the modern world. In addition, and just as importantly, an investment in training enables police services to accelerate the personal development of staff and thereby improve those qualities, skills and abilities that form the foundation upon which success in policing depends. Canadian police services are highly regarded, both by the public in Canada and by their peers internationally, but they can only retain that position of respect if the quality of their personnel continues to justify it.

This chapter provides an overview of learning and development strategies pursued within the Canadian public police sector. The chapter begins with a description of the learning paths of sworn personnel and civilians and includes an outline of the role that legislation, funding and suppliers play within the police learning and development system. A discussion of the implications of these training structures is included at the end of the chapter.

> AN INVESTMENT IN TRAINING ENABLES POLICE SERVICES TO ACCELERATE THE PERSONAL DEVELOPMENT OF STAFF AND THEREBY IMPROVE THOSE QUALITIES, SKILLS AND ABILITIES THAT FORM THE FOUNDATION UPON WHICH SUCCESS IN POLICING DEPENDS.

Learning Paths in the Public Police Sector

Within the public police sector, there are three systems which address learning issues: education, training and development (including experience). Although each of these systems has learning as its goal – each has a different role and emphasis at various times throughout the typical career path of police personnel.

The Learning Path of Sworn Personnel

The learning path illustrated in Figure 27, depicts the types of learning that sworn police personnel experience throughout their careers. It also depicts the continuum of learning initiatives that sworn personnel must pursue in order to ensure that they maintain optimum performance on the job.

b   Sworn Personnel Education

The formal education system in Canada is typically comprised of schools, colleges and universities. In the policing context, formal education often takes place prior to the start of a policing career or as a continuous learning opportunity for sworn personnel (Figure 27).

Traditionally, many applicants have pursued post-secondary programs and courses from Colleges and Universities in such areas as law and security, criminology and psychology. However, there is a noticeable trend towards candidates who already possess post-secondary diplomas and degrees in disciplines such as business, computers and science when they apply to become police officers. This reflects the changing and diverse skills and abilities required of the police role over the course of a career. Sworn personnel looking for specific continuous learning opportunities outside of the public policing learning system are increasingly turning to the formal education sector to provide them access to such program areas as business and management, which are seen to enhance a police career.

LEARNING SYSTEM	DEFINITION
Education	Education emphasizes a rigorous but broad and open-minded approach to subject matter. It encourages an active and questioning role for the learner, the exercise of individual judgement and the development of broadly applicable skills.
Training	Training is conducted to teach employees to do specific, definable tasks. Training requires that a specific thing is learned and that employees understand the directions to carry it out precisely.
Development	Development is a series of opportunities for an employee to learn new skills and knowledge in preparation for individual career goals and/or organizational objectives

FIGURE 27

Learning Path: Sworn Personnel

EDUCATION — TRAINING — DEVELOPMENT

Post-Secondary Education → Basic / Recruit Training → Local Orientation and Field Training → In-Service Police Training / Advanced Police Training → Development / Continuous Learning

Hired — Hired — 1 Year — Retirement or Career Change

Mandatory in:
•Quebec

Personnel generally hired in:
•Ontario
•Manitoba
•Saskatchewan
•Alberta
•British Columbia
•RCMP

Personnel generally hired in:
•Quebec (Legal requirement)
•New Brunswick
•Nova Scotia
•Prince Edward Island
•Newfoundland

Approximated Career Timeline (not to scale)

Legislation and Mandatory Requirements:

Within Canada, many jurisdictions do not require applicants to possess a post-secondary diploma or degree as a mandatory qualification for hiring. However, Québec requires that applicants have a college diploma in Police Technology as a prerequisite for acceptance to the basic training program at the École nationale de police du Québec. Police services in the Atlantic region also require that candidates possess a diploma in Police Science from the Atlantic Police Academy (or a recognized equivalent) before they can be hired. It is important to note that throughout the course of this study, Human Resource directors from public police services reported that an increasing portion of applicants and new recruits already possess some post-secondary education and that even though it is not a mandatory requirement for being hired, it is often treated as a minimum screening requirement for police services applicants (refer to the *Human Resource Practices* chapter for further discussion).

Suppliers:

Historically, the content and delivery of educational programs has been the sole responsibility of the formal education system in Canada: schools, colleges and universities. The policing community tended to focus on the development of professional training systems and was content to allow the educational system to develop related programs and courses with little content input from experts within the policing profession.

However, as the role of formal educational institutes, particularly at the post-secondary level, has been recognized as making a significant contribution to the knowledge foundations of potential police employees, a greater interaction between the public police sector and the education system in Canada has developed. This interaction is primarily voluntary and often involves the creation of advisory committees to recommend police learning needs for specific programs, such as the Police Foundations program at community colleges located in Ontario.

Learning Initiatives between the Public Policing and Education Sectors: An Ontario Example

The Colleges consulted with the Ontario Police College in order to ascertain the knowledge requirements which the foundations program ought to cover.

As of September 1998, most Ontario community colleges and a number of private career colleges are offering the Police Foundations program of study. The program includes study in criminology and law, political science and public administration, ethics, community and social services, racial and ethnic diversity, communication and interpersonal skills, and community policing.

Interaction may also involve the development of specific courses to be delivered by a university or community college for employees of the public police sector. A listing of initiatives between the Justice Institute of British Columbia and universities and institutes in the province as well as initiatives between the *École nationale de police du Québec* and the colleges and universities in that province are included (following) as examples of how this trend is progressing within the public policing sector in Canada. A brief description of the University of Regina and Saskatchewan Police College Police Studies program are also provided as examples. Internationally, public police services have been actively developing relationships with the public education sector to leverage the expertise and facilities available at these institutions. Examples of these relationships and programs also follow.

Learning Initiatives between the Public Policing and Education Sectors: A Saskatchewan Example

Within Saskatchewan, the University of Regina Faculty of Arts and the Saskatchewan Police College have developed a four-year, 120 credit hour degree program leading to a Bachelor of Arts in Police Studies.

Bachelor of Arts in Police Studies

The Saskatchewan Police College, in partnership with the University of Regina's Faculty of Arts, has developed a four year, 120 credit hour degree program that leads to a Bachelor of Arts (BA) in Police Studies and employment with a Saskatchewan police agency. This degree model offers students an opportunity to acquire 90 credit hours of both liberal arts and police-specific education as a prerequisite to formal recruit training at the Saskatchewan Police College (15 credit hours) and subsequent field work or practicum at a police agency (15 credit hours). This new approach will use an innovative 3-1 approach: three years of academic study, followed by one semester at the Police College, and one semester of subsequent field work (practicum) experience at the hiring police agency. In the 3-1 model, toward the end of the third year of academic study, a student can apply for employment with a police agency within Saskatchewan. By the time the student has successfully completed the pre-employment requirements of the police agency, the third year of study is near completion. If a student is successful in the pursuit of employment with a Saskatchewan policy agency, the fourth year of the program will be spent as a police recruit at the Saskatchewan Police College (one semester) and as a police officer doing field work (one semester practicum) with the police agency that hired him/her. The 3-1 model for the Bachelor of Arts in Police Studies will better serve the future interests of police officers and the changing needs of police agencies within Saskatchewan.

Learning Initiatives between the Public Policing and Education Sectors: A British Columbia Example

Within British Columbia, the Justice Institute has been involved in developing programs for the public policing sector with the public education system. Examples of these programs follow:

Canadian Centre for Information Technology Security

The Justice Institute of British Columbia (JIBC) and the University of British Columbia (UBC) have created the Canadian Centre for Information Technology Security (CCITS), a joint initiative to provide education and research about computer and Internet security and high technology crime and investigations.

The JIBC and UBC have combined their expertise to offer a range of educational programs related to Internet security and criminal investigations. The programs are targeted to those who deal with computer and security issues, such as industry experts and public law enforcement agencies, including police departments and provincial and federal agencies. Courses and workshops will cover technical training to secure computer networks and will teach methods for crime prevention, criminal investigation, and computer forensics.

Forensic Science Technology Program

The Justice Institute, in partnership with the British Columbia Institute of Technology, offers a part-time studies Forensic Science Technology program. The overall aim of this program is to provide structured, applied technological training in forensic science and criminal investigation in British Columbia. The Forensic Science Technology Program strengthens professional competence and enhances employment opportunities relating to criminal investigation in both the private and public sectors.

Justice and Public Safety Leadership Degree Program

The Justice Institute, in partnership with Simon Fraser University is offering a unique leadership development program that involves part-time study over a three-year period. After completing this program, participants earn a Bachelor of General Studies degree from SFU with a focus on Justice and Public Safety Leadership

Master of Arts, Leadership and Training

The Justice Institute, in partnership with Royal Roads University will begin offering the MA in Leadership and Training in August 2001. The program consists of two years of interdisciplinary study. In each year, students will focus on "real world" problem solving projects grounded in a rigorous theoretical understanding of the nature of the modern learning organization and the changing role of leadership within them. As a program designed to attract mid-career professionals the MA in Leadership and Training is innovative in two significant ways. First the program is structured on the basis of two intensive residency periods followed by distance learning. Second the MA in Leadership and Training is further distinguished by balancing professional university and interdisciplinary study.

Learning Initiatives between the Public Policing and Education Sectors: A Quebec Example

Under the *Police Act* (2000, chapter 12), the *École nationale de police du Québec*:

- has exclusive responsibility to provide the basic training that gives access to police patrolling, police investigation and police management functions (section 10);
- offers advanced training activities and in-service training activities designed to meet the needs of the various police forces (section 10);
- may give a mandate to a college-level or university-level educational institution, or to a police force, to develop or teach training courses (section 11);
- may approve professional training activities that have been developed outside the school (section 11);
- may enter into any agreement it considers relevant to the pursuit of its mission with researchers, experts or educational or research institutions (section 11);
- advises police forces and associations representing their members concerning professional training matters (section 12);
- encourages cooperation and collaboration among the various institutions offering police training (section 12);
- may, with the joint authorization of the Minister of Education and the Minister of Public Security, develop and offer college-level professional training programs and university-level programs (section 15).

In cooperation with the University of Quebec at Trois-Rivières, a certificate in police management has been offered since 1978, and the Diploma of Collegial Studies in Police Technology for more than 30 years.

Two university credit programs – an abbreviated program in investigations bureau management and a certificate program in investigations bureau management – are offered through a partnership arrangement by the University of Quebec at Trois-Rivières and the University of Sherbrooke, where the courses are offered in French and English. These programs are offered in the Montreal and Quebec City regions as well as at the school.

These courses are in addition to the 85 advanced training courses offered by the school.

In partnership with all the French-language universities in Quebec, a Bachelor's degree in Public Security will be offered in the very near future.

International Practices in Education:

Bachelor of Arts in Justice Administration, Griffith University, Australia

The Bachelor of Arts in Justice Administration degree at Griffith University has students who have tentatively been selected for entry to the Australian Federal Police service, but there is no formal agreement to employ. The Bachelor of Arts in Justice degree offered at Griffith University is intended to provide prospective police recruits with a broad introduction to the Australian Criminal Justice System, in addition to a concentration in police studies. The aim is for students to develop a greater understanding of the society in which they work. First year courses take the form of a foundation programme for all students who undertake four specific components as opposed to options and electives. In the second and third years, students undertake more specialized studies. Police professional and operational skills come, in the case of the Australian Federal Police service, from a yet to be devised in-service training component to be undertaken post induction.

New South Wales Police Academy and Charles Sturt and Newcastle Universities, Australia

Successful student/recruits at the New South Wales Police Academy can obtain one year of credit from Charles Sturt University and Newcastle University in either a social sciences based programme or a justice related programme.

Charles Sturt University and the Australian Institute of Police Management

Charles Sturt University is home of the Australian Institute of Police Management who offer a Graduate Certificate in Applied Management through the Police Management Development program and a Graduate Diploma in Executive Leadership through the Police Executive Leadership program.

Funding:

Students enrolled in post-secondary education programs and courses in Canada are responsible for paying tuition fees. Thus, applicants who decide to pursue a post-secondary education, or those who are required under the mandatory requirements of certain jurisdictions to obtain post-secondary courses, must pay for these fees on their own as an investment towards a career in policing. This trend does not take into consideration the fact that police specific training has limited use outside the sector. Sworn personnel who enroll in post-secondary education programs and courses for continuous learning and development purposes may have their tuition fees paid for by their police service. Many police services across Canada are willing to pay or partially pay for post-secondary courses that are applicable to sworn personnel jobs and career paths.

b   Sworn Personnel Training

This section covers training in the public police sector for sworn personnel. It begins with a description of the types of training that sworn personnel are expected to complete over the course of their careers and looks at the role that legislation, funding and training suppliers play within the public policing sector. Tables illustrating the different types of training provided by the police academies and an analysis of the current curriculum and how it is meeting the changes of the sector are also included within this section.

Training is schooling which takes place inside the public police sector. Thus, many jurisdictions within Canada hire personnel (called recruits) prior to enrolling them in police-specific training programs. In Quebec, Nova Scotia, Prince Edward Island, Newfoundland and sometimes New Brunswick, new personnel are hired only after completion of recruit/basic training (in Quebec, this pre-hiring training is offered at the École nationale de police du Québec, for the rest it is provided through the Atlantic Police Academy). Generally, training is conducted to teach recruits, (potential recruits in the case of Quebec and the Atlantic Provinces) and sworn personnel how to do specific tasks with the goal of superior performance on the job.

As depicted in the sworn personnel learning path, the Canadian public police sector has made an enormous investment in the provision and maintenance of training programs and services – they are the premier providers of police training.

The policing sector outside of Canada is moving towards several other models of training delivery – including partnering with the educational sector to provide recruits with police preparation that combines the university and police academy models.

International Practices in Recruit Training:

Queensland Police Services, Australia

All recruits to the 6000 member Queensland Police Services undergo a 16 week semester at one of two university providers before attending the Queensland Police Academy for a second semester which is 23 weeks in duration. The lengthier second semester accommodates the police professional skills/competencies component. Successful completion of the first semester courses at the university level is a pre-requisite for continuation in the second semester at the police academy. Successful completion of both semesters qualifies the student for a university award of an Advanced Certificate in Policing. This award creates eligibility to claim up to one year of credit in appropriate undergraduate degree programmes.

Michigan Law Enforcement Officer Training Commission, United States of America

In Michigan, the Michigan Law Enforcement Officer Training Commission has approved a number of college and university programs through which candidates for employment with police services may complete a portion of the basic training requirements.

California Commission on Peace Officer Standards and Training, United States of America

In California, 36 colleges or universities are authorized by the State Commission on Peace Officer Standards and Training (POST) to deliver, for credit, parts of the police learning system.

Texas Commission on Law Enforcement Officer Standards and Education, United States of America

The Texas Commission on Law Enforcement Officer Standards and Education requires that recruits have completed a minimum of 400 hours of college or university studies prior to admission to recruit training.

Police-specific training accounts for a significant component of the sworn personnel learning path. Throughout their careers, sworn personnel will complete basic/recruit training, orientation/field training and regular in-service and advanced police training sessions. General descriptions of these training types follow:

- *Recruit/Basic Training:* Recruit/basic training is training that provides recruits with the skills, knowledge, and procedures required to perform as an effective police officer within a community policing environment. It often establishes the basis for developing self-discipline, coordination of mind and body, enhancing human relations and the academic background required to carry out law enforcement duties at the operational level.

- *Orientation/Field Training:* Across Canada, some form of supervised field or practical recruit training occurs within police services either after recruit/basic training has been completed, or interspersed with recruit/basic training. The intent of this training is to allow recruits to take what they have learned in basic/recruit training and apply it to the job under supervised conditions.

- *In-Service Training:* In-Service training is training that occurs throughout the lifetime of a police officer. This training covers all activities designed to facilitate the integration of a police officer into the police services. It is designed to allow the officer to perform police work within the service in as harmonious and functional a manner as possible. The most widespread and traditional forms of in-service training are roll call or shift rotation briefings. Often this form of training is meant to keep officers abreast of changes in the law and

changes in organizational policy and procedures. Other forms of in-service training include e-learning and on-the-job assignments. Police Services are now looking at in-service training for career changes instead of just addressing new laws or skills. Routine training such as use of force, refresher, alcohol breath testing, radar, harassment etc. are also all quite common in-service training areas.

It is important to note that the owed hours produced by the use of ten-11 hour shifts for example, are sometimes used for in-service training within police services and that some jurisdictions require officers to take periodic refresher training after a number of years of service.

- *Advanced Training:* Advanced training is training generally designed to assist police personnel in developing a specialized skill in a given area of police work.

Legislation and Mandatory Requirements:

Police training in Canada is regulated by a combination of federal and provincial police acts and regulations as well as municipal by-laws. These pieces of legislation often provide for:

- the formation of police training facilities or indication of preferred police training supplier;

- the provision of funding;

- the indication of basic training requirements; and

- the empowerment of police training facilities and suppliers to design, develop and deliver the various police training programs, including: basic/recruit, field/orientation, in-service and advanced.

International Practices in In-Service and Advanced Training:

Michigan, California and Texas, United States of America

A number of police agencies have integrated in-service training with the post-secondary education system so that officers may obtain widely recognized qualifications. This is the case in Michigan, California and Texas, where statewide police officer standards and training commissions have negotiated agreements with colleges and universities and have approved courses and curricula at these institutions for this purpose.

Texas, United States of America

Police organizations in Texas have formalized the integration of management level in-service training and the university system through the creation of the Graduate Law Enforcement Management Institute. The Institute is the product of a contractual agreement between the Texas Commission on Law Enforcement Officer Standards and Education, Texas A&M University, Texas Women's University and Sam Houston State University. Senior officers are admitted as members of the Institute so that they may participate in regular graduate courses, specialized seminars and other activities. Each member undertakes an individual learning contract with the Institute which defines the requirements they are to fulfil through the activities of the Institute to maintain their membership.

In addition to determining how and where the training is provided, legislation also has a role in shaping the existing infrastructure of training within the public policing sector. The table below outlines by jurisdiction the various pieces of legislation that impact the police training system.

LEGISLATION IMPACTING POLICE TRAINING IN CANADA

JURISDICTION	LEGISLATION	IMPACT ON TRAINING IN THE PUBLIC POLICE SECTOR				
		Provides for the establishment of a police academy or school	Indicates preferred police training facilities	Provides for funding to police training schools	Sets minimum police training requirements	Prescribes police training programs
Federal	Royal Canadian Mounted Police Act R.S.C. 1985, c. R-10				•	
	Commissioner's Standing Orders				•	
	1973 Treasury Board Minute	•		•		
Alberta	Police Act R.S.A., CHAPTER P-12.01 (December 1998)					•
	Alberta Regulation 356/90 Police Act Police Service Regulation				•	•
British Columbia	Police Act R.S.B.C. 1996, c.367, as am.	•				
	Police Act: Rules regarding Training, Certification and Registration of Municipal Constables appointed under Section 26 of the Police Act B.C. Reg. 109/81	•	•	•	•	•
Manitoba	City of Winnipeg and City of Brandon Bylaws					
New Brunswick	Police Act S.N.B. 1973, c. P-9.2				•	•
	New Brunswick Regulation 91-119		•			
Newfoundland	Royal Newfoundland Constabulary Act S.N. 1992, c. R-17		•		•	•
Nova Scotia	Police Act R.S.N.S. 1989, c. 348		•	•	•	•
	Police Services Act Chapter 349 of the Revised Statutes, 1989		•		•	•
Ontario	Police Services Act R.S.O. 1990, c. P.15, as am.	•		•	•	•
	Adequacy and Effectiveness of Police Services O.Reg. 3/99				•	•
Prince Edward Island	Police Act R.S.P.E.I. 1988, c. P-11				•	
Quebec	Bill 86 Police Act	•	•	•	•	•
Saskatchewan	Police Act S.S. 1990-91, c. P-15.01	•		•	•	•

Suppliers:

Traditionally, the training function within the public police sector has been the responsibility of dedicated national, provincial and regional police training facilities and training sections or units within individual police services.

National, Provincial and Regional Police Training Facilities: Figure 28 illustrates the location of national, provincial and regional police training facilities across Canada. The provinces of Alberta and Manitoba do not have provincial public police training facilities. Rather, police training is the responsibility of the various police services operating within these jurisdictions. Additional

information on training offered by police services is discussed in an upcoming section of this chapter.

Across Canada, seven police schools and academies offer a variety of different training types – including basic/recruit, in-service and advanced – under a number of various funding regimes. The tables that follow highlight the training services that these seven training facilities provide to the Canadian public police sector and provide an overview of the types of training offered, the characteristics of these training programs, the capacity of these facilities and the cost of training.

FIGURE 28

National, Regional and Provincial Public Police Training Facilities

BC Police Academy, a division of the Justice Institute of British Columbia — P

RCMP Training Academy

Saskachewan Police College

École nationale de police du Québec — P

Canadian Police College — N

Atlantic Police Academy — R

Ontario Police College — P

LEGEND

N – National Training Facility
R – Regional Training Facility
P – Provincial Training Facility
RCMP – RCMP Training Academy

CANADIAN POLICE COLLEGE

The Canadian Police College is the national police training facility. Located in Ottawa, the CPC is a federally funded institution under the administration of the Royal Canadian Mounted Police. The CPC provides experienced police personnel at the federal, provincial, regional and municipal levels with specialized training in organization, administration, personnel management, and specialized investigative techniques. Many of these programs are delivered in both of Canada's official languages. It is also the location of Canada's largest collection of police-related reference and knowledge materials. In addition to courses, the college provides workshops and symposiums and offers a continuing education program to police personnel.

Objective: *It is the mission of the Canadian Police College "to be the leader in the professional development of the Canadian police community by establishing and advancing, in partnership with our clients, national standards of excellence in police education and information services".*

Type	Characteristics	Capacity	Cost and Funding Mechanisms
Advanced	The CPC teaches courses to police personnel ranging from computer crime and drugs to executive training. While most of these courses are taught at the Ottawa campus, the CPC also offers some courses via distance education and will also deliver some courses off-site under a cost sharing agreement.	The CPC teaches approximately 2500 students annually at its facilities in Ottawa. In addition, it will reach approximately 200 additional students at courses given off site and 200 other students via distance delivery courses.	Since January 1994, the Canadian Police College operates under partial cost recovery in response to cost recovery guidelines published in the 1992 Federal Budget. According to the CPC, most of the money to run the CPC comes from the federal government via the RCMP budget. The second most important source of money is the cost recovery fees charged to police services for training. Police services pay a fee to cover the cost of participants training and accommodation at the CPC. The third source of funding for the CPC comes from cost recovery fees charged to police services and government departments for use of the CPC facilities. In addition, the CPC receives in-kind support from the police community in the form of free police instructors. During the 2000 training year, CPC participants enrolled in courses paid fees ranging from $50.00 for such distance learning courses as Criminal Intelligence Analysis to $2,750.00 for a Polygraph Examiners' course. This does not include the cost of lodging at the CPC.

RCMP TRAINING ACADEMY

The Royal Canadian Mounted Police Training Academy located in Regina, Saskatchewan is the location of all basic recruit training for RCMP cadets. The RCMP Training Academy also includes a Centralized Training Facility that provides specialized training, dog handler and dog training facilities and is home to the Canadian Law Enforcement Training Centre where the RCMP provides training to all federal departments and agencies that have a criminal enforcement mandate.

Objective: *To provide cadets with a clear understanding of their roles and responsibilities in Canadian society, and to enable cadets to realize and further the objectives of Community Policing.*

Type	Characteristics	Capacity	Cost and Funding Mechanisms
Basic/Recruit	This 22 week program is offered to RCMP cadets in both official languages. According to the RCMP, key distinctions of this recruit training program compared to other recruit programs are: The curriculum was designed not based on what police do, but on where the public's expectations of the police would vary. The scenarios are based on integrated police situations. Issues of diversity and ethics are integrated throughout the curriculum. The curriculum is learner centered. Students have to determine whether there is a problem, the issues, who the clients are, what their needs, demands and expectations are, what they know and don't know and how to find the information and knowledge they need. Students assess the options available to them and select an appropriate response and measure the effectiveness of their response based on clients expectations and finally determine whether there are any trends or patterns that warrant a more in-depth analysis to prevent the situation from recurring.	Currently, the RCMP Training Academy is training approximately 1000 cadets annually. However, a forecasted increase in the number of retirements has resulted in an anticipated demand for 1200 cadets/year for the next 3 years. The RCMP Human Resources Directorate is researching how this demand can be met, including the consideration of alternative service delivery models.	The RCMP covers the cost of cadet training. An allowance is given to all individuals participating in the cadet training program to assist in covering expenses during training. The allowance covers costs for food, accommodation, insurance and travel to and from the Academy and amounts to approximately $5,000.00 / cadet. The RCMP estimates that it costs approximately $35, 557.00 to train each cadet at the RCMP Training Academy.

JUSTICE INSTITUTE OF BRITISH COLUMBIA – POLICE ACADEMY

The Justice Institute of British Columbia located in New Westminster, is home to several academies, including the Corrections Academy, Fire Academy and Police Academy. The Police Academy at JIBC provides training programs for municipal police services in the province of British Columbia. The JI comes under the authority of the Ministry of Advanced Education in BC and is bound by the College and Institutes Act. The infrastructure is funded by the Ministry of Advanced Education and the police training delivery cost is funded by the AG.

Objective: To develop and provide police training programs and staff development services to meet the needs of British Columbia's municipal police community, in accordance with the standards and rules established by the provincial Police Commission and Police Act.

Type	Characteristics	Capacity	Cost and Funding Mechanisms
Basic/Recruit	Operates using a block system. Block I (11 weeks at the Academy) emphasizes police skills, legal studies, physical fitness, foot drill and introduction to social science. Block II (13-17 weeks field training) takes place at the recruit's home police service. Block III (11 weeks at the Academy) builds on Block I and II knowledge. After Block III the recruit graduates as a qualified municipal constable.	Can accommodate 144-155 recruits annually. Currently train 100-110 recruits per year. This is meeting the needs of the provinces' municipal police forces.	Training costs at the Police Academy are funded entirely by the province. For 1999 / 2000, the province has provided the Police Academy with $2.2 million dollars. Approximately $1.4 million of this total is allocated to recruit training, with the remaining funds divided between the Assessment Centre, advanced programs and administrative overhead.
In-Service and Advanced	Provide police members with professional development in operational or investigative topics with components that are critical to police and public safety. Also provide advanced enforcement-related skills, supervisory and management skills, and skills that support the role of law enforcement and/or regulatory agency in the community.	The Police Academy allocates seats to the province's municipal and tribal police departments and the RCMP. In addition, the Academy offers some programs to employees of government agencies.	Individual municipal police services provide free of charge for recruit training evaluators for simulations, assessors for the Assessment Centres and guest speakers. This results in approximately $500,000.00 / year of "in kind" human resource time to the Academy. There are no fees charged per course for attendance by participants of municipal and tribal police departments and the RCMP and other police agencies.

SASKATCHEWAN POLICE COLLEGE

The Saskatchewan Police College is under the direction of the Saskatchewan Police Commission by virtue of The Police Act (1990). It is funded by the Saskatchewan Department of Justice. The Saskatchewan Police College is located on the University of Regina campus. Although operating independently, it has a formal association with the University of Regina in the delivery of the Bachelor of Arts in Police Studies degree program.

Objective: To deliver training programs that promote self development of municipal police officers in providing a professional police service to the public.

Type	Characteristics	Capacity	Cost and Funding Mechanisms
Basic/Recruit	Provides the basics for developing self-discipline, co-ordination of mind and body, enhancing human relations and presenting the academic background required to carry out law enforcement duties at the operational level. The program is 17 weeks duration.	Currently, the Saskatchewan Police College delivers two recruit classes with 30-32 attendees each, resulting in 60-64 graduates annually. This is currently meeting the needs of municipal police services in Saskatchewan.	Cost of recruit training is paid for by the Government of Saskatchewan and individual police services. The Government of Saskatchewan pays for the cost of training, while the recruit's police service covers the cost of room and board and their salary and benefits while at the College. It is estimated that it costs approximately $21, 600.00 to train each recruit at the Saskatchewan Police College.
In-Service and Advanced	Provides the police community with ongoing training and education in operational management and supervisory skills conducive to effective policing in a contemporary society.	Currently delivering 16-20 in-service courses annually. Each course has a pre-determined class limit.	The cost of transportation, accommodation and meals for in-service training is borne by the Police College.

ONTARIO POLICE COLLEGE

Located in Aylmer, Ontario, the Ontario Police College provides municipal and regional police services in Ontario and the Ontario Provincial Police with basic recruit, refresher and specialist courses. The college also develops and maintains the province wide examination process for promotions within police services. The OPC also provides support to the Police Learning System Advisory Committee. Other key support units in the Ontario Police College include:

- the Research and Evaluation Unit which conducts ongoing educational research and evaluation of training programs; and

- the Race Relations and Adult Education Unit, which ensures integration of race relations content into all OPC courses and provides support to other OPC programs in this area.

Objective: As the centre of police learning in Ontario, the College will maintain a standard of excellence
              in the development of professional police personnel serving our diverse society.

Type	Characteristics	Capacity	Cost and Funding Mechanisms
Basic/Recruit	This 60 day program includes training in Federal and Provincial law, evidence, communications, traffic, use of force and officer safety, protocol and contemporary policing issues. Essential skills and attitudes are developed through simulation exercises, classroom discussion and case studies.	Usual capacity is 720 recruits per year. Because of current hiring demands, the OPC has increased this number to 1170 recruits per year.	Cost to the recruit is $5000.00 which is approximately 50% of the actual cost of the program. Some services are responsible for paying this cost for the recruit because of collective agreement conditions.
In-Service	Offer a 5 day refresher course titled Advanced Patrol Training for police officers engaged in general patrol duties. Provide communication and CPIC training.	For out-of-province and non-police candidates, the economic cost is charged.	Each course carries an associated fee for both on-site and off-site courses. Fees are assed for out-of province and non-police candidates at double the posted rate for the course.
Advanced	The OPC offers advanced training in criminal investigative techniques, forensic identification and leadership.	The OPC allocates seats to the province's municipal police departments.	

ÉCOLE NATIONALE DE POLICE DU QUÉBEC

In Quebec, the *École nationale de police du Québec* has exclusive responsibility to provide the *basic training* of police personnel that gives access to police patrolling, police investigation and police management functions. In the area of police patrolling, the school provides further training to future police officers who have already received some college-level training. The school also offers *advanced training* activities and conducts training-oriented research. In addition, it offers *in-service training* activities designed to meet the needs of other police forces. In developing its training programs, the school forms partnerships with university-level educational institutions. It may also enter into any agreement it considers relevant to the pursuit of its mission with researchers, experts or educational or research institutions.

Objective: It is the mission of the school, as a think tank and an integrated police training activity centre,
              to ensure the pertinence, quality and coherence of police training in Quebec.

Type	Characteristics	Capacity	Cost and Funding Mechanisms
Basic Training in: – patrolling – investigation – management	Basic training is the training that provides basic skills in a given area of police work. Basic training in police patrolling is a prerequisite for basic training in the remaining two areas of police work. *Police Patrolling* Students are integrated into a virtual police station, where they develop within an operational structure identical to that of a real police station. Also included in this training are learning activities associated with technical skills such as shooting, driving emergency vehicles and physical intervention techniques.	*Police Patrolling* 600 students per year. The school believes that this meets the demand in the province.	*Police Patrolling* The school estimates that it costs $15,000 to train each student. Each student pays approximately $4,000. Police services within the province pay the rest via an annual contribution based on a percentage of the total police personnel payroll. *(continued on next page)*

ÉCOLE NATIONALE DE POLICE DU QUÉBEC *(continued)*

In Quebec, the *École nationale de police du Québec* has exclusive responsibility to provide the *basic training* of police personnel that gives access to police patrolling, police investigation and police management functions. In the area of police patrolling, the school provides further training to future police officers who have already received some college-level training. The school also offers *advanced training* activities and conducts training-oriented research. In addition, it offers *in-service training* activities designed to meet the needs of other police forces. In developing its training programs, the school forms partnerships with university-level educational institutions. It may also enter into any agreement it considers relevant to the pursuit of its mission with researchers, experts or educational or research institutions.

Objective: It is the mission of the school, as a think tank and an integrated police training activity centre, to ensure the pertinence, quality and coherence of police training in Quebec.

Type	Characteristics	Capacity	Cost and Funding Mechanisms
Basic Training in: – patrolling – investigation – management	*Police Investigation (new program)* This university-level training is offered in part by the school and in part by the partner universities. It enables students to acquire the additional skills necessary for the investigation function.	*Police Investigation* The capacity will be assessed on the basis of university registration and admission figures. In 1999-2000, the school trained 168 police officers in criminal investigation techniques.	*Police Investigation* Tuition fees corresponding to enrolment in 18 credits on the university scale. University credits are accompanied by financial assistance from the Ministère de l'Éducation.
	Police Management (modified program) This university-level training is offered in part by the school and in part by the partner universities. Patrol supervisors and investigation bureau managers first take university training in entry-level management. Then, based on their chosen career, they enrol in an integration activity that provides them with a professional specialization.	*Police Management* The capacity is assessed on the basis of university registration and admission figures. In 1999-2000, 232 police officers were trained in *Police Management* and 208 in *Investigation Bureau Management*.	*Police Management* Tuition fees corresponding to enrolment in 60 credits on the university scale. University credits are accompanied by financial assistance from the Ministère de l'Éducation.
In-Service	In-service training covers all activities designed to facilitate the integration of a police officer into the police force to which the officer belongs and to allow the officer to perform police work within the force in as harmonious and functional a manner as possible.	Courses developed and offered as requested by police organizations.	Varies according to the demand and the type of agreement signed between the police organizations.
Advanced	Advanced training is training designed to upgrade skills or develop a specialized skill in a given area of police work. In 1999-2000, the school gave 351 courses covering, in particular, the use of force, investigations, management and community policing, road safety.	1999-2000: 4,261 enrolments for 64,527 person-days of training.	For courses that are not university-level courses, police services that provide funding to the school under the *Police Act* are not required to pay tuition fees. They are, however, required to pay admission fees and room and board.

ATLANTIC POLICE ACADEMY

The Atlantic Police Academy located in Summerside, Prince Edward Island, is administered by Holland College, under an agreement between the College and the four participating provinces: New Brunswick, Newfoundland, Nova Scotia and Prince Edward Island. The Academy was formed under the Council of Maritime Premiers to train recruits and in-service police officers in New Brunswick, Nova Scotia and PEI. Newfoundland came in under a different agreement in 1971. The Atlantic Police Academy provides recruit training offers specialized in-service and advanced training to sworn personnel in these provinces.

Objective: To provide timely, contemporary law enforcement training, education and development from basic to advanced levels.

Type	Characteristics	Capacity	Cost and Funding Mechanisms
Police Science (Cadet) Program	Blends knowledge with hands-on training using real life situations and various simulations to prepare police cadets for law enforcement. 32 week program including 12 weeks of required on the job training in a Canadian Police agency. Program prepares candidates for work in police agencies as police constables.	Currently the Atlantic Police Academy delivers two recruit classes per year with a total enrolment of approximately 80 recruits per year. This is currently meeting the needs of municipal police services in the Atlantic Region.	Recruits are required to pay tuition of $16,250.00 for the 2000-2001 year. However, additional registration fees, including such items as student union fee, graduation fee, books, uniform, dry cleaning etc. bring the recruit cost at the APA to $19,150.00. This total does not include such on-the-job training costs as transportation and living arrangements. It has been estimated that the total cost for a recruit to attend the APA is around $23,000.00 Some recruits from certain Atlantic provinces are funded whole or in part by their municipalities.
In-Service and Advanced	The Atlantic Police Academy offers over 30 in-service courses in specialized areas for law enforcement professionals working in the field.	The Atlantic Police Academy allocates seats to all four Atlantic Provinces – tribal police, municipal police and the RCMP. Each course has a predetermined class limit.	Fees are charged for each course. For example, a two-week Breathalyzer course is $480.00/person while a three-week Advanced Police Science course is $1500.00/person. Some provinces pay for the entire course fee from the Policing Services budget. In Nova Scotia, the municipality pays for the officers training courses. The cost for a person's accommodation while on course is borne by the Atlantic Police Academy.

Based on the total number of seats for recruit training available across the Canadian public policing sector, it is interesting to note that the total enrolment capacity is equivalent to the size of one community college. Given the current financial constraints affecting the police sector, this situation may warrant a re-examination of resource allocation across the system and whether there is an adequate return on cost investments in the current system. In addition, it was noted in the *Sector Context*, *Operating Environment* and *Human Face of Policing in Canada* sections of this report that the public police sector is beginning to experience a significant increase in the number of police officer retirements, requiring an increase in the number of new recruits to fill these vacant positions. Training facilities will also need to re-examine their enrolment capacities to ensure that they are able to train the number of new recruits that police services will require in the near future.

Police Services: As noted in Figure 28, neither Alberta nor Manitoba have provincial police schools. These provinces rely exclusively on their non-RCMP municipal police forces to provide basic recruit training. The Winnipeg Police Service for example, has an in-house training division, while the Calgary Police Service provides recruit and in-service training at the Chief Crowfoot Training Academy. The Edmonton Police Service provides recruit and in-service training at their headquarters facilities.

As of April 2001, the Halifax Police Service will start to train their own recruits instead of using the Atlantic Police Academy instructors and facilities. Halifax plans on training a minimum of 25 recruits per year – with a minimum of 10 spots per year designated for visible minority recruits. A major factor in Halifax's decision to move towards their own recruit training was that they want to attract more local candidates into their service, in addition to having an ethnic and cultural mix that reflects the diversity of their community.

Across Canada, a number of police services supplement training that their employees received at police schools and academies with in-house training to meet their specific needs and mandates. The Metropolitan Toronto Police Service and the Ontario Provincial Police for example, each have their own dedicated facilities to supplement training received at the Ontario Police College and the Canadian Police College. The RCMP has a Centralized Training facility at the RCMP Training Academy located in Regina and in-service training is also provided at the division level at a number of facilities across the country. In addition, e-learning is taking on a more pronounced role within the RCMP to deliver just-in-time learning. Other large and medium sized police services also offer in-house training programs and may have instructors on staff or have a training coordinator or division.

Training Curriculum:

As noted in the *Sector Context* and *Operating Environment* chapters of this report, the renewed focus on community-based services has shifted the emphasis from law and policy enforcement to problem solving within Canadian police services. A focus on clients and partnerships requires that diverse perspectives be given more fully developed consideration in assessing options. In addition, the trend towards flattened organizations described in the *Human Resource Practices* chapter of this report, increasingly requires that individuals develop the capacity to think critically and innovatively and make decisions without the benefit of instruction or advice from more experienced personnel. Sharing successes and failures becomes more essential when police members are expected to work independently and interdependently with clients and partners. These changes within the Canadian public policing sector require that sworn personnel possess a set of competencies that provides them with the foundation to address these trends. Among the competencies they seek to develop in response are:

- client service orientation,
- leadership,
- critical thinking and innovation,
- team work,
- continuous learning and knowledge management,
- flexibility and adaptability.

The next table set identifies the changes that are currently affecting the public policing sector in Canada (as described in the *Sector Context* and *Operating Environment* chapters of this report), the impact of these changes on the knowledge, skills and abilities required of police personnel and what the current police academy training curricula are offering to assist the sector in addressing these changes.

Demographics

SECTOR CHANGES	IMPACT ON KNOWLEDGE, SKILLS AND ABILITIES	POLICE ACADEMY CURRICULUM ADDRESSING THESE TRAINING NEEDS
Canadians are growing older		Community Policing training
The population is more diverse	Better knowledge of the expectations and attitudes of cultural/ethnic groups More detailed knowledge of police practices, regulations and legislation Knowledge of ethnic and cultural community services and agencies to develop partnerships Appreciation for differences in cultural or ethnic group activities Skills in second and foreign languages	Cultural awareness training Anti-racism training Community Policing training
The Aboriginal population is growing	Better knowledge of the expectations and attitudes of Aboriginals More detailed knowledge of police practices, regulations and legislation Knowledge of Aboriginal community services and agencies to develop partnerships Appreciation for differences in cultural or ethnic group activities Skills in second and foreign languages	Cultural awareness training Anti-racism training

External Environment

SECTOR CHANGES	IMPACT ON KNOWLEDGE, SKILLS AND ABILITIES	POLICE ACADEMY CURRICULUM ADDRESSING THESE TRAINING NEEDS
Crime is more sophisticated Increased overall technical knowledge	Increased troubleshooting skills Increased ability to communicate and share information Knowledge of police practices, regulations and legislation	Forensics training Identification training Homicide training Computer based crime investigation Critical thinking Intelligence analysis Intelligence based planning
Public expectations and scrutiny is increasing	Better knowledge of public policing, the community and its needs	Community Policing training Media relations training
Paperwork and regulations are increasing the workload	Time management Knowledge of police databases and programs	Evidence training Legislation training In-service training and updates
Resources are constrained	Resource constraints affect most parts of the HR regime Need to manage costs strategically, rather than tactically (e.g., view training as an investment)	
The use of private security is growing	Illustrate competitive advantage via leading skills, knowledge and abilities in policing	Partnerships

Sector Structure

SECTOR CHANGES	IMPACT ON KNOWLEDGE. SKILLS AND ABILITIES	POLICE ACADEMY CURRICULUM ADDRESSING THESE TRAINING NEEDS
Police services are amalgamating	Team building skills Leadership skills	Leadership training Change management training Team building training etc.
Competitive bidding for police services contracts	Illustrate competitive advantage via leading skills, knowledge and abilities in policing	Partnerships
Provincial policing standards are being implemented and refined		

Service Delivery

SECTOR CHANGES	IMPACT ON KNOWLEDGE. SKILLS AND ABILITIES	POLICE ACADEMY CURRICULUM ADDRESSING THESE TRAINING NEEDS
Continued transition to community policing philosophy	Better knowledge of public expectations and needs for services More detailed knowledge of police practices, regulations and legislation Knowledge of community services and agencies to develop partnerships Highly developed negotiating and counselling skills	Community Policing training
Increasing use of technology	Increased overall technical knowledge Increased troubleshooting skills Increased ability to communicate and share information	Knowledge based decision making Understanding the use of technology in crime

Training

SECTOR CHANGES	IMPACT ON KNOWLEDGE. SKILLS AND ABILITIES	POLICE ACADEMY CURRICULUM ADDRESSING THESE TRAINING NEEDS
Use of new technologies for training delivery	Familiarity and comfort with principles of self-paced learning	Knowledge based learning Distance learning
Continuous and structured training to update the skills and versatility of the overall personnel Knowledge of training needs and skills gaps	Knowledge of principles of adult learning and training methods	Access to knowledge management tools

Workforce Organization and Qualifications

SECTOR CHANGES	IMPACT ON KNOWLEDGE. SKILLS AND ABILITIES	POLICE ACADEMY CURRICULUM ADDRESSING THESE TRAINING NEEDS
Increasing civilianization of management / professional positions	Team building skills Leadership skills	Leadership training Team building training etc.
A greater role for volunteers in the community policing	Team building skills Leadership skills	Community Policing training Leadership training Team building training etc. In-service training and updates
Increasing number and role of women and minority personnel	Skills in team work and problem resolution Increased ability to communicate and share information Willingness to learn about different cultures	Cultural awareness training and integrated approaches Anti-racism training
Flattened organizational hierarchies	Ability to work in a team, assuming more responsibilities, participating in problem resolution Leadership training	Team building training Knowledge based decision making Critical and creative thinking
Increasing educational attainment of new entrants	Better technical knowledge Increased ability to communicate and share information Broad knowledge and understanding of the public policing sector Knowledge of various police techniques The ability and knowledge required to carry out multiple tasks	
Large number of impending retirements	Transfer of knowledge from experienced personnel throughout the organization	Corporate memory captured in repository and design of problem based learning

As the tables note, in addition to regular operational types of training, police academy training curricula are placing an emphasis on community policing, cultural awareness and leadership types of training. However, technical skills training in particular appears to be an area that will require further attention and continuous development as the sector responds to changes in its operating environment.

Police training academies need to change the focus and approach of their curriculum offerings. The competencies that sworn personnel require to keep pace with the changes in the police operating environment cannot be learned through traditional lecture approaches that focus on content. Developing skills in critical thinking and innovation, continuous learning and knowledge management, flexibility and adaptability require that sworn personnel learn where and how to find the best possible information and knowledge as efficiently as possible. Further discussion of this topic is covered under the *Design, Development and Delivery* section of this chapter.

Quebec's Unique Experience
in Program Development

As a post-college educational institution, the École nationale de police du Québec was a pioneer in applying the skills-based approach to the development of training programs. When revising the basic police training program in 1996, the school's administrators chose to use that approach to develop the new program. Once the process was completed, the learning context was totally transformed. The students are initiated into their new occupation in a virtual police station, leaving theoretical learning behind in favour of learning in an operational context.

For one-third of their training, the students are exposed to a great many scenarios. It is essential for the quality of instruction that both the performances of the thirty or so actors who play parts in these scenarios and the feedback exercise be monitored to ensure that they provide the program skills.

The other two-thirds of the training of future Quebec police officers is devoted to learning technical skills such as shooting, driving emergency vehicles, and physical intervention techniques, including techniques for policing public demonstrations or riots.

The school continued its research in the area of continuing education and, in partnership with Quebec's association of chiefs of police, the Association des directeurs de police du Québec, drew up a human resources development plan for police organizations, which was made public in May 2000. It was given to the police chiefs at their annual conference. The aim of this human resources development plan, a leading-edge police management tool, is to optimize the training of police personnel by creating links between this training, the needs of police organizations and individual career objectives.

The tools proposed in this plan make it possible to update the knowledge and skills of police officers, establish career paths for police officers on the basis of their interests and the needs of police organizations, and plan continued basic training for police investigation or police management functions. This plan also serves to identify police officers who are interested in specializing in an area of police work or moving to another area of police work, and to define advanced training and in-service training needs.

As this plan was being developed, workshops were held to analyse the work situation of investigators, supervisors and chiefs. Participating in the workshops were individuals acting in those capacities from various police organizations with different sizes, structures and problems. These three innovative work situation analyses led to a skill profile being drawn up for each of these major police functions; the profiles were validated in the Human Resources Development Plan with a view to determining which skills the organizations should develop as priorities and drawing up job profiles. Work situation analyses also make it possible to develop qualifying professional training programs for police personnel that include the three aspects of basic training, advanced training and in-service training.
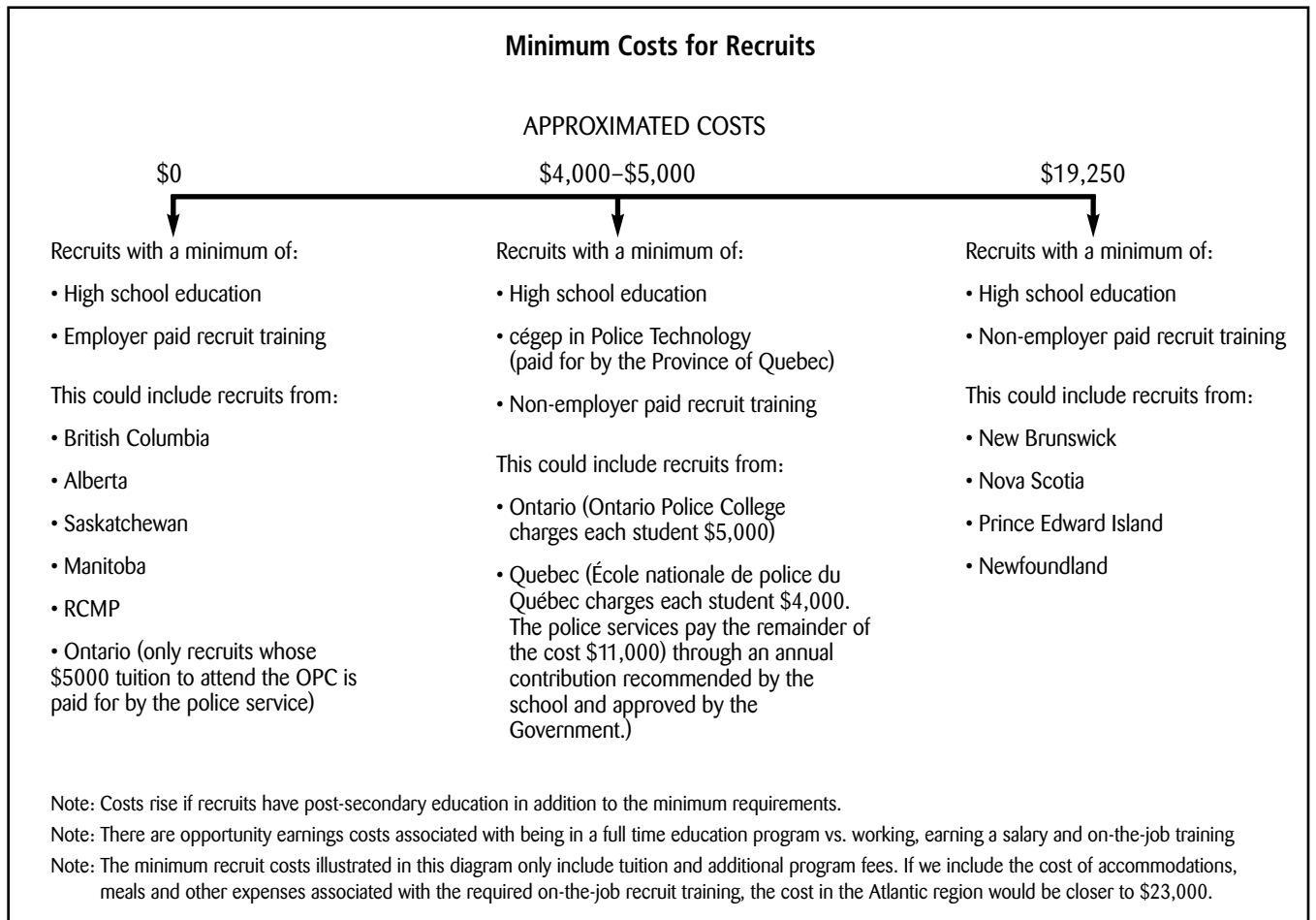
Funding:

Funding and financing mechanisms vary by jurisdiction and type of training – particularly in relation to recruit training. In some jurisdictions, the cost of recruit training is covered entirely by the province or police service or both. In other jurisdictions, the cost of recruit training is entirely the responsibility of the individual. As noted in the training facility tables presented earlier in this chapter, this cost can be significant. For example, the cost to recruits located in the Atlantic Provinces for the year 2000 was $16,250.00 in tuition fees alone. Additional program charges such as books, uniform, etc. bring the cost to the student to $19,250. If we also include the transportation and accommodation costs associated with on-the-job training, the cost can be as high as $23,000.00/recruit to attend the Atlantic Police Academy. Despite the formidable personal costs incurred, not all students who attend either the Atlantic Police Academy Police Science Program or the École nationale de police du Québec Basic Training Program are guaranteed jobs upon successful completion. In fact, in Quebec, police services decided not to give candidates a promise of employment. They believe this approach encourages candidates to be more accountable and more interested in successfully completing their training.

Figure 29 illustrates minimum training costs for recruits can vary across Canada (please note that the figures depicted here include a number of the costs a recruit must incur, including tuition, training supplies, meals, and accommodation.) The federal government, provincial government and police services often finance in-service and advanced training for sworn personnel.

FIGURE 29

Minimum Costs for Recruits

APPROXIMATED COSTS

$0	$4,000–$5,000	$19,250

Recruits with a minimum of:

• High school education

• Employer paid recruit training

This could include recruits from:

• British Columbia

• Alberta

• Saskatchewan

• Manitoba

• RCMP

• Ontario (only recruits whose $5000 tuition to attend the OPC is paid for by the police service)

Recruits with a minimum of:

• High school education

• cégep in Police Technology (paid for by the Province of Quebec)

• Non-employer paid recruit training

This could include recruits from:

• Ontario (Ontario Police College charges each student $5,000)

• Quebec (École nationale de police du Québec charges each student $4,000. The police services pay the remainder of the cost $11,000) through an annual contribution recommended by the school and approved by the Government.)

Recruits with a minimum of:

• High school education

• Non-employer paid recruit training

This could include recruits from:

• New Brunswick

• Nova Scotia

• Prince Edward Island

• Newfoundland

Note: Costs rise if recruits have post-secondary education in addition to the minimum requirements.

Note: There are opportunity earnings costs associated with being in a full time education program vs. working, earning a salary and on-the-job training

Note: The minimum recruit costs illustrated in this diagram only include tuition and additional program fees. If we include the cost of accommodations, meals and other expenses associated with the required on-the-job recruit training, the cost in the Atlantic region would be closer to $23,000.

b   Sworn Personnel Development and Continuous Learning

Within the public policing context, professional and skills development has traditionally been considered to be synonymous with supervisory and management development. Because of this focus, professional development approaches have often been separated from the training function and associated primarily with human resources responsibilities (such as succession planning activities) and have as their primary goal the preparation of specific individuals or groups of individuals for promotion. However, within some police services, management training is increasingly being viewed as a form of in-service training because it is considered to be an operational requirement. These police services believe that management training is only developmental if the individual takes the initiative to prepare themselves for future aspirations.

The Canadian Police College, as noted in a previous section, is mandated to provide executive learning oppor-tunities to police services located across Canada. In January 2000, the Canadian Police College released an Action Plan outlining the creation of a new Police Executive School and the adoption of new training approaches and delivery methods which will enable the college to respond to emerging trends in technology, legislation, user needs and demographic changes in its clientele. It also called for the Canadian Police College to address such issues as governance, partnerships with universities and other police training institutes, cost recovery, and increasing or diversifying its client base.

A recently released Program Overview for the new Police Executive Centre specifically proposes a new approach to police executive learning to reflect new models of learning organizations and knowledge management. This approach, which focuses on continuous learning for police executives, mirrors closely best practice approaches currently being undertaken in much of the executive learning pursued by the most advanced corporations and public sector organizations today.

The creation of a new Police Executive Centre at the Canadian Police College is a response to recent findings in relation to the performance of a number of serving police chiefs, most of whom have been faced with new demands and challenges for which they have a continuing need for new learning and knowledge support. To answer this need, executive learning at the Canadian Police College will resist the more traditional methods of learning – longer, more formal course work, offered once at a particular point in an individual's career with no preparatory or post-learning structures, and separated from other development activities, strategies and organizational needs. Instead, the executive learning program will focus on providing individuals with a more tailored approach with shorter, more intensive learning opportunities, offered at a variety of times and in a variety of ways (such as action learning, mentoring, real problem solving) which are integrated strategically with the competencies of both the individual and organization in mind. At the core of the new executive learning program are areas of police practice which are based primarily on the CPC's police leadership competencies. These are also areas which various studies and observers have identified as the most critical to police executives in Canada. The proposed practice areas for the Police Executive Centre consist of:

- Building Leadership Skills
- Police Governance and Accountability
- Effective Police Labour Relations
- Strategic Media Relations and Effective Communications
- Political Acumen, Judgement, and Risk Taking

- Human Resource Management, the Management of Change and the Learning Organization
- Strategic Planning and Business Management
- Globalization and Human Rights
- Organized Crime
- First Nations Police Management.

The executive learning program at the Canadian Police College recognizes that over time, the need for learning events in some of the practice areas identified above will diminish, or may be more adequately addressed through a reconfiguration of the various offerings. The college recognizes that the process for determining which of the practice areas best serve the interests of Canada's police executives must remain an on-going process in order to ensure that the program of police executive learning remains relevant and vital.

In addition to the Canadian Police College, other police training facilities also offer leadership and management development courses and as noted throughout the course of this study, senior sworn personnel are increasingly enrolling in business and management courses offered at universities and colleges across Canada.

Other professional development methods for supervisors and managers such as coaching, mentoring and job shadowing are generally not formalized within the system and – if used at all – are used sparingly. Most rely on the initiative of the individual to seek out the necessary resources to enhance their career and personal growth. The RCMP for example, has a two year Headquarter Familiarization program that allows identified potential leaders to become

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Leadership and Management Development Courses: Examples of programs offered across Canada

- *Canadian Police College:* Senior Police Administration Course, Executive Seminars
- *RCMP:* Introduction to Management Course and Officer Orientation and Development Course
- *Justice Institute of British Columbia* and *Simon Fraser University:* Justice and Public Safety Leadership Degree Program
- *Justice Institute of British Columbia* and *Royal Roads University:* Master of Arts, Leadership and Training
- *Calgary Police Service:* Leadership and Learning Workshops
- *Saskatchewan Police College:* Introduction to Management, Police Managers Course
- *Ontario Police College:* Executive Leadership Certification Program
- *Ontario Association of Chiefs of Police* (OACP) and the *University of Toronto Rotman School of Management:* Police Leadership Program
- *École nationale de police du Québec:* Team Management and Leadership and Police Management Principles
- *Atlantic Police Academy:* Transformational Police Leadership and Senior Police Management Courses

familiar with the policy centre's role. The RCMP has also used secondments to other federal government departments and has experimented with job shadowing to provide supplementary developmental opportunities. These programs however, are currently under review. The new Police Executive School at the CPC is planning to place greater emphasis on coaching and mentoring in its new program.

In addition to management and supervisory development, sworn personnel are increasingly engaging in or seeking other continuous learning and development opportunities. Like senior management, it is often the expectation that individual sworn personnel will seek out and pursue these development opportunities. Some police services are moving towards developing the supporting systems to enable more individual, self-paced learning and improve overall organization knowledge management skills. Interviews conducted with sworn personnel during the course of this study revealed that many are taking personal initiative and time to enrol in courses and programs which are available to them via community colleges and universities. In addition, a few police services have initiated systems whereby individual sworn personnel may be temporarily assigned to specific tasks or duties as developmental assignments for remedial or career development purposes.

Legislation and Mandatory Requirements

In virtually all jurisdictions in Canada, some form of training is required upon or shortly after promotion to a supervisory or management position. The Edmonton Police Service for example, requires that senior officers from the rank of Inspector and above hold at a minimum an undergraduate certificate. Similar requirements are commonplace in some United States jurisdictions. The California Highway Patrol reports that almost all senior officers hold university degrees and this is a prerequisite requirement for any promotion to command ranks.

However, continuous development for sworn personnel at lower levels in a police service still relies on individual initiative.

Funding

Interviews conducted with sworn personnel and police service Human Resource directors during the course of this study revealed that funding is generally available to sworn personnel who are interested in pursuing developmental opportunities and continuous learning. Often, sworn personnel must indicate how the course or program they wish to take is relevant to their jobs and careers before funding is granted. Some noted that full funding is not always granted, but that partial funding is often available. Despite the fact that partial funding is generally available, sworn personnel expressed the widespread view during this study that there was insufficient financial support available to meet their desire for continuous learning and development opportunities.

Suppliers

During interviews conducted as part of this study, several senior police managers acknowledged that they have attended executive development type courses as offered through the Canadian Police College as well as programs offered through the U.S. Federal Bureau of Investigations (FBI). PricewaterhouseCoopers survey of police services in Canada, revealed that 92% of responding police services (representing 99% of police officers and 98% of employees) make available and/or support executive development training for senior personnel – evidence that police services are increasingly recognizing the need to have leaders that possess the skills necessary to manage a police service (Figure 30).[71]

FIGURE 30

% of Police Services that make available and/or support Executive Development Training for Senior Personnel
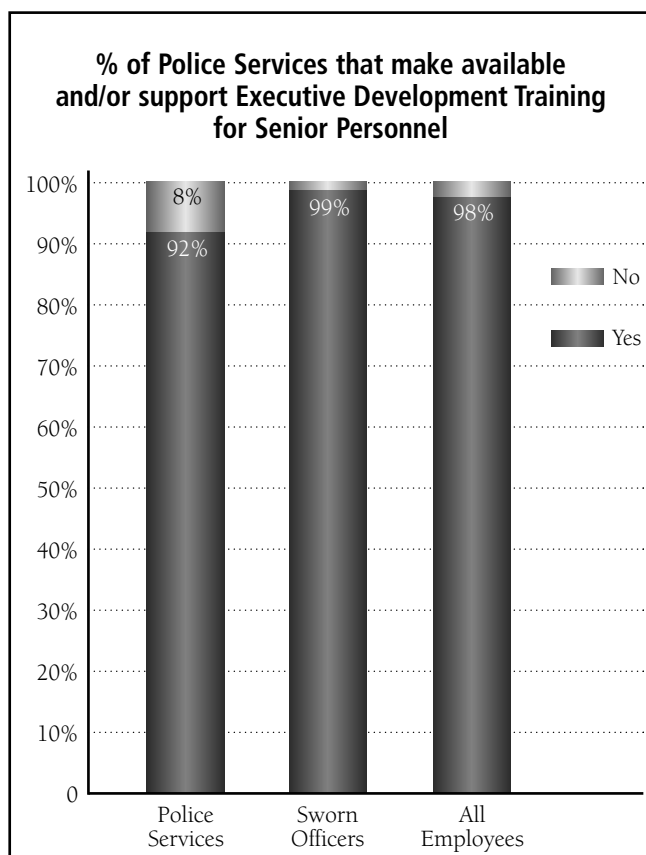
Source: PwC Survey

As part of this study, a comparative case study was undertaken that looked at both the FBI Executive Development Program and the creation of the Canadian Police College Police Executive School. The highlights of this case study follow.

A Comparative Case Study: FBI Executive Development Program and the Canadian Police College Police Executive School

Introduction

The success and failure of policing is often attributed to the skills of its leaders. With the impending wave of retirements expected in policing, quality executive development programs are critical to ensuring that the next generation of police leaders have the necessary skills to adapt their organizations to a myriad of emerging trends.

Over the course of this study, several interviewees mentioned the FBI's executive development programs as a potential model for others to emulate. This case study analyses some of the key elements of the FBI's approach to executive development. This information was gathered from various FBI publications, as well as a site visit to the FBI Training Academy that included interviews with several of the faculty and students. We compare the FBI efforts with the Canadian Police College's (CPC) current approach to executive development.[72]

Course Content and Curriculum

The FBI offers two primary executive development programs:

the National Executive Institute (NEI), aimed at executives of major jurisdictions, and

the Law Enforcement Executive Development Seminar (LEEDS) for executives in mid-sized jurisdictions.

The FBI has also created 16 regional command colleges to serve the chief executives of small, local police agencies. Each of the programs offers similar content, but focuses on a different target audience. Curricula for all three programs are reviewed and modified yearly to keep the content current. In addition, The FBI National Academy is considered part of the Leadership Development Program since it contributes to the development of current and future Law Enforcement Executives.

The NEI curriculum has three core elements: communications media, legal issues, and leadership theory and practice. Within the leadership theory element, students are encouraged to broaden their perspectives, be creative and heighten their use of critical insight. The LEEDS program focuses on leadership, legal issues and media relations, as well as strategic planning, labour relations, social issues and police programs. The regional command colleges follow a modified curriculum based on the LEEDS program.

In contrast, the CPC currently offers only one executive development program: the Senior Police Administration Course (SPAC). It focuses on current management theory and practice, communication skills and theories of human behaviour. However, the CPC currently has plans to create a Police Executive School, which would complement current management programs and provide an emphasis on continuing education for police executives. Potential subject areas include public policy, government relations, strategic communication and labour relations.

Mode of Delivery and Appropriateness of Duration

The NEI and LEEDS programs are both delivered on-site at the FBI Training Academy in Quantico, Virginia. The NEI program is delivered in three one-week segments spread throughout the year (as it is difficult for participants to be away from their jobs for more than one week at a time); the LEEDS program is delivered in one two-week segment. The Regional Command Colleges are delivered in 16 different locations across the USA, and provide one-week programs to participants.

All of the above programs are structured to accommodate the busy schedules of their participants. The potential downside of this approach is that the duration of the courses may be insufficient to provide the necessary depth of instruction. To address this, some pre-course work is assigned to NEI participants, and continuous learning is encouraged for all students through alumni programs. These programs include annual 3-5 day sessions sponsored by the professional association of graduates. Further, the on-site approach allows a collaborative approach to learning. As stated on the FBI's web site, "Some of the most productive learning takes place outside of the classroom during evening conferences and over meals."[73]

A number of alternative delivery mechanisms will be employed in the CPC's new Police Executive School. In addition to classroom-based programs, the CPC will likely make extensive use of the Internet, other distance learning technologies, weekend retreats, study tours, discussion groups, case-history analysis, workshops and meetings with experts.

Selection of Candidates and Instructors

Eligibility criteria have been established for students of both the NEI and LEEDS programs. To attend the NEI, participants "must be the chief executive officer of a population served of 250,000 and an agency that consists of more than 500 sworn personnel."[74] To qualify for the LEEDS program, participants' communities must have a population of at least 50,000 with 50 or more sworn personnel. The regional command colleges were created to serve all other executives not meeting these criteria.

Eligible candidates are nominated to attend by local FBI field offices throughout the United States. For international participants, U.S. Embassies coordinate nominations. FBI Training Academy staff make all final decisions on whom receives invitations to attend with the exception of senior federal executives who are selected by their agencies.

The Leadership and Management Science Unit (LMSU) of the FBI Training Academy coordinates the instruction for the executive development programs. Outside expert instructors are hired to handle specific segments while some represent other Training Academy Units. LMSU staff are all FBI Special Agents that have had prior field experience. Instructors typically spend two to three years teaching in the LMSU, though some instructors do stay considerably longer, based on their interests.

The CPC's new Police Executive School plans to offer its courses not only to police executives, but also to the broader policing sector. This includes police board and commission members, government police policy officials, other law enforcement executives (e.g., Immigration), and others with complementary roles and responsibilities.

CPC instructors include both civilian experts and seconded sworn personnel from the public policing sector. In addition, the CPC does invite the involvement of others in the law enforcement community when appropriate.

Accessibility and Availability

All of the programs offered at the FBI Training Academy are provided free of charge, which certainly enhances accessibility. In addition to the absence of tuition fees, those attending the NEI and LEEDS programs are also provided with travel expenses, housing and meals. Those attending the regional command colleges, however, must pay for own transportation and housing.

Availability, however, is much more limited. The NEI only has 30 to 35 places available each year, with a mix of Chiefs, Sheriffs, senior FBI personnel and some international participants. The LEEDS program has similar size classes, but is run twice a year, thus allowing greater participation. There are, however, more eligible candidates for the LEEDS program. The combined membership of the alumni associations allows for annual training opportunities for more than 2,000 members.

Unlike the FBI, the CPC charges cost-recovery training fees for its courses. This does restrict financial accessibility to its programs. The Director of the College did note, however, that cost-recovery does provide an incentive to maintain quality, as participants are not likely to pay for inferior programs.[75]

In terms of availability, it is still too early to determine how many police executives will be able to attend courses at the new Police Executive School. However, the emphasis on multiple delivery methods, including use of the Internet and other distance learning technologies, likely means that all interested parties will be able to access at least some portion of the School's learning materials.

Linkages to Other Programs

The LMSU works closely with many of the other units at the FBI Training Academy. Leadership and management theory are important aspects of all the FBI's training, including their new agents, in-service, international and National Academy programs. The Training Academy also has a formal relationship with the nearby University of Virginia, which awards college credits for National Academy students.

The new CPC program will actually be built as a partnership program. As they note in their action plan, many other Canadian training institutions, including police academies, are strengthening their own executive development offerings. The CPC proposes to "fill only those important management and executive needs that other institutions cannot fill."[76] The CPC has already had discussion with many of these institutions about the provision of harmonized courses. Further, the CPC is also seeking to provide credit requirements for students interested in pursuing university certificates, bachelors, or post-graduate degrees in policing, including a possible MBA for police executives. 🚓

In addition, several provincial police training facilities and large police services also offer executive leadership and management training programs (for additional information, please refer to the individual police academy charts which appear earlier in this chapter).

Increasingly, sworn personnel are turning to post-secondary institutions in Canada to access developmental and continuous learning opportunities that are not provided within the public police sector.

Examples of Public Police Continuous Learning and Development Opportunities:

The Justice and Public Safety Leadership Degree Program

The Justice Institute of British Columbia (JIBC), in partnership with Simon Fraser University, is offering a unique leadership development program that involves part-time study over a three-year period. After completing this program, participants will earn a Bachelor of General Studies degree from SFU with a focus on Justice and Public Safety Leadership.

Master of Arts, Leadership and Training Program

The Justice Institute of British Columbia (JIBC), in partnership with Royal Roads University, is offering a MA in leadership and training. The program consists of two years of interdisciplinary study.

The Learning Path for Civilian Personnel

The learning path illustrated in Figure 31, illustrates the types of learning that tend to be available to civilian personnel throughout their careers. Unlike the sworn personnel learning path, very little emphasis is placed on the building of a continuum of learning for civilians – especially civilians in such traditional areas of work as administration, finance and human resources.

♭   Civilian Education

Civilians working within public police services are often hired for positions based on the education and/or experience that they already possess. In many police services, civilians work in administrative, financial, technology and human resource functions and therefore have usually had some vocational training and/or post-secondary education in these disciplines from community colleges and universities. It is important to note that the RCMP and several other large police services are hiring civilians to work in more non-traditional areas of work such as forensics, computer investigations and identification. These civilians usually have obtained relevant post-secondary education and/or experience in these disciplines prior to being hired by the police service.

♭   Civilian Training

As noted in Figure 31, some civilians within (primarily) large public police services are given local orientation training after they are hired. Sometimes, large police services also offer civilians in-service and advanced training similar to that which is offered to sworn personnel. These training opportunities are generally only offered to those civilians working in non-traditional disciplines and areas of work.

However, civilians working in police services are not always included in local training programs and courses. Often these civilians are employees of the municipalities or cities – even though they work inside the police service. Police Services which have municipal or city employees on staff, generally feel that it is the responsibility of the civilian's employer to provide them with learning opportunities. Civilians interviewed during the course of this study noted that this attitude often results in neglect of their learning and development needs. While some police colleges and academies offer courses to which civilians have access, these courses often focus on the more non-traditional jobs and roles that civilians occupy – therefore, only reaching a small component of the Canadian civilian police service population.

FIGURE 31

The Learning Path for Civilian Personnel
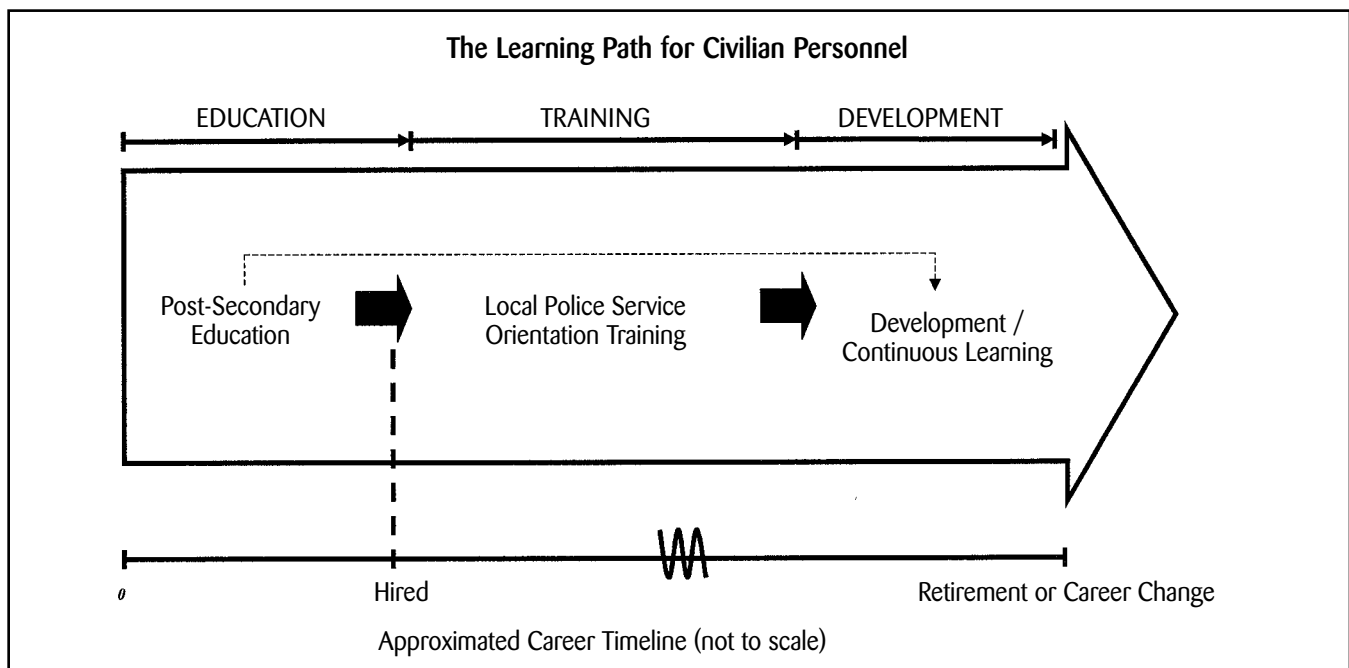
b   Civilian Development and Continuous Learning

Priority is rarely placed on developing civilians within the public police sector and individuals are expected to pursue their own development and continuous learning opportunities. Often, police services will provide civilians with some funding to offset the expenses of courses and programs that are directly job-related. However, our interviews with civilian staff during the course of this study indicated that funding for their training is almost always less than the funding provided to sworn personnel for continuous learning.

Organizational Learning and Knowledge Management

Organizational learning refers to learning at the system level rather than the individual level and characterizes an organization skilled at creating, acquiring and transferring knowledge, and at modifying its behaviour to reflect new knowledge and insights.

Organizational learning places responsibility for learning at three separate levels: individual, team and organization. Individuals are responsible for engaging in purposeful learning that is aligned with the organization's needs. Teams are responsible for working together to share knowledge and transfer learning among each other. Organizations are responsible for building systems to support individual and team learning. These systems ensure access to information and feedback.

Ontario's Strategic Planning Committee on Police Training and Education suggested eight systems or processes that police services could implement, in whole or in part, as a means of achieving greater organizational effectiveness. The eight systems/processes that the Ontario Strategic Planning Committee recommended are listed below.[77] It is important to note that in order for a police service to have adopted the principles of the organizational learning concept, responsibility for learning cannot reside solely in the learning and development department. Successful implementation calls for collaboration, interaction and planning between learning and development, human resources and senior leadership of police services.

Recommended Systems / Processes

PROCESS	IMPACT ON POLICE SERVICES
Generating a holistic view of the organization	Front-line officers will require knowledge about the whole organization if their decision making is to be holistic and based on information obtained throughout the system. Suggested implementation processes are: • Lateral transfers and secondments • Broad based orientation
Attaining and using information about the external environment	Police officers must know what is happening in external constituencies, such as social workers and members of community groups, if they are to make good decisions. Suggested implementation processes are: • Bring outsiders in • Carry out research and development • Knowledge management mechanisms for sharing information and best practices
Encouraging the development of new knowledge	Suggested implementation processes are: • Encouraging innovation and responsible risk-taking • Encouraging individuals or teams to research new ideas • Obtaining feedback from new employees • Doing exit interviews • Knowledge management mechanisms for sharing information and best practices

(continued)

Recommended Systems / Processes *(continued)*

PROCESS	IMPACT ON POLICE SERVICES
Facilitating learning from alliances with other organizations	Police Services currently have formal and informal links with a variety of organizations in the private, public and non-profit sectors. Suggested implementation processes are: • Benchmarking – exchanges with other organizations • Police/community newsletters • Networking at all levels • Pro-active front-end involvement in regulatory processes that have an impact on policing • Websites • Secondments
Retaining, retrieving, and when necessary unlearning organizational memory	Suggested implementation processes are: • Systematic documentation of all initiatives • Stop rewarding old / start rewarding new organizational memory • Succession planning • Planned policy and procedural review • Focus groups with new and experienced officers
Clarifying and communicating successes and failures of operating practices	Suggested implementation processes are: • Newsletters and other publications • Planned meetings • Web site best practices • Work site debriefs of experiences/learning events • Materials automatically sent to repositories
Providing direct performance feedback	Suggested implementation processes are: • Roll-call • Debriefing • Customer surveys • Holistic approach to performance appraisal and promotions • Build constructive feedback sessions (individual, team and organizational) into the way we learn and work
Questioning assumptions	

Police services are starting to move organization-learning concepts to the forefront of their everyday activities. Common operational practices that police do everyday – such as roll call and debriefing – are used to develop opportunities to question and to create a reflective environment which characterize an organizational learning focus. Another step in this direction is increased collaboration and the use of cross-functional teams between police services. However, police services need to find more ways of capturing learning opportunities and linking these to everyday aspects of how the police service runs.

Knowledge management is a concept that is revolutionizing how learning is and could be implemented within public police services. The concept is centred not on training but on learning and the sharing of knowledge as the basis for improving an organization's performance. This means that training would no longer reside as a separate operational function, but rather learning would become embedded in all daily work activities. For police services to achieve success through innovation and achieve optimized performance, effective knowledge management systems are required to capture and disseminate information within and across police services. However, this movement must be supported by a cultural shift to a community where knowledge sharing is widely supported and recognized.

The adoption of just-in-time knowledge sharing will require a more robust technological infrastructure for the public police sector, where access to information can be available anywhere, anytime. The training community within the public police sector has the opportunity to champion the sharing of best practices in police learning. This focus could be a strong advantage in helping all police services adapt to the strategic challenges they face on a daily basis. However, the pursuit of greater knowledge sharing within the sector, must begin with an assessment of what knowledge needs to be managed to support strategic business and work objectives. This entails taking a holistic systemic perspective that will leverage knowledge across the various police services and organizations. If done well, knowledge management can result in police services that are aligned with the leadership's strategic direction, better able to understand and respond to customers and stakeholders.

Training Function in the Canadian Public Police Sector

As noted earlier in this chapter, the Canadian public policing sector has placed an enormous emphasis and investment in providing and maintaining training programs and services to emerge as the premier providers of police training. This section focuses on how public police training is planned, organized and delivered and how these processes are meeting the needs of the police.
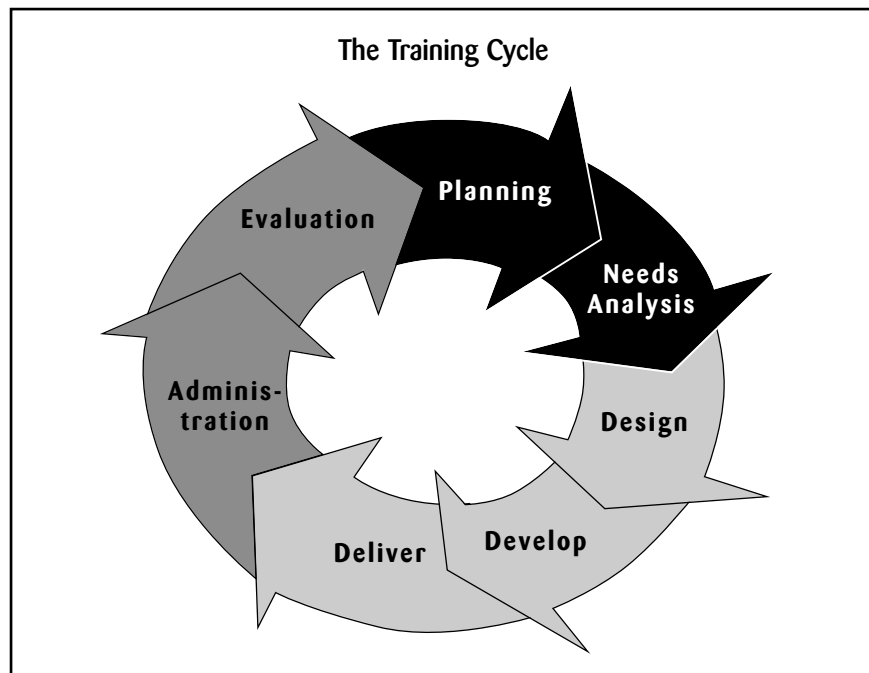
FIGURE 32

The Training Cycle

Figure 32 illustrates the different components and tasks that make-up the training cycle.

b   Planning and Needs Analysis

In order to ensure the successful development of an organization and its people, any training that is offered should be linked to an organization's business objectives to ensure that the right people, with the right skills, are in the right place, at the right time. The development of successful business and operational plans within police services is one of the most important keys to the future success of police training. These plans act as the conduit through which all policies and operational plans flow. Therefore, all training that takes place within a police service should be effectively linked with the aims and objectives of the organization outlined in the business and operational plan.

One way in which Canadian police services are linking human resource requirements and training requirements to organizational objectives is via police acts and regulations. As noted within this chapter and the *Human Resource Practices* chapter, these acts and regulations often set the minimum education and training requirements for entry-level personnel in each jurisdiction. However, training requirements and standards for sworn personnel beyond the recruit level are widely divergent (where they exist) across the Canadian public policing sector. Some police services may have internal training plans that recommend certain training programs and courses for various positions and functions, but these do not act as standards. Within the sector, stakeholders have noted that systemic barriers to the formation of national training standards exist in the form of varying jurisdictional legislation and legal requirements. However, it is important to note that other occupations have overcome these barriers to develop national standards – the Canadian Nurses Association is one example.

Establishing training and development standards as a measurement of professional excellence, does much to add to the credibility of the organization in the minds of independent observers and clients. Therefore, if training is a major factor in establishing greater professionalism

within the Canadian public policing sector, then consistent standards could act as measures by which attainment levels are articulated clearly to the public, and provide proof that a measure of excellence and recognized aptitude has been reached. When effective standards have been established, training needs can be better communicated, analyzed and assessed. Additionally, standards could provide the benchmarks against which professional development progress can be measured and performance monitored.

Common minimum standards pave the way for greater exploration of the possibilities afforded by collaborating to develop training initiatives and share training resources and expertise across jurisdictions.

Even though national occupational and training standards currently do not exist within the Canadian public policing sector, many police services and police academies have or are in the process of defining competencies for sworn personnel – these in the absence of national standards allow individual police services to focus on outcomes of performance rather than on how a skill or ability is acquired, or knowledge is learned. A competency is commonly regarded as a description of a skill one has to perform, or knowledge, ability or behaviour that one has to demonstrate. Police services that have developed competency profiles can therefore use them to focus on what is expected of an employee in the workplace, rather

than on the learning process. In addition, defined competencies enable the determination of training and other performance improvement interventions and facilitate the basis for professional development and the delineation of career paths. The RCMP for example, used their competency model CAPRA, to develop their cadet-training program. Other police services are using their competency models to assist in planning training offerings and determining needs – the knowledge, skills, abilities and attributes sworn personnel require to do their work.

Another method that is commonly used to determine training needs is the use of professional development plans. These plans can be completed by individuals to reflect what training they would like to obtain to reach their career goals and aspirations, or by the organization to indicate at a high level, the training priorities of the police service. The PricewaterhouseCoopers survey revealed that 66% of police services that responded (representing 90% of sworn officers) had formal training plans for sworn personnel, while 41% of police services that responded (representing 77% of civilians) had formal training plans for civilians (Figure 33).[78] These percentages indicate that a number of police services have adopted this technique. However, despite the use of these mechanisms, interview responses collected from sworn personnel and civilians during the course of this study revealed that generally they are not satisfied with how their training needs are being addressed.

FIGURE 33

% of Police Services that have a Formal Training Plan for Sworn Officers

Source: PwC Survey

FIGURE 34

% of Police Services that have a Formal Training Plan Covering Civilians

Source: PwC Survey

It is important to note that the accurate identification of training needs on a macro and individual basis is key to the achievement of police service goals. Failure to correctly identify needs can result in a substantial waste of resources and frustration among personnel.

b   Design, Development and Delivery

Police services have contributed to the design, development and delivery of police training programs at national and provincial police academies in Canada. This cooperation has led to the development of training solutions that meet the general needs of police services. However, for localized training needs, individual police services have traditionally offered their own internal training, participated in training initiatives with other police services that have experts in a specific subject matter area or technique, or looked to training suppliers outside of the public police sector. This has resulted in a great deal of individual effort being expended by the Canadian public policing sector in the area of training – instead of leveraging resources and capitalizing on economies of scale. In addition to the great deal of effort being expended on training, there are serious questions regarding whether the "one size fits all" training design model within the public police sector is the most effective and affordable approach to learning. More individualized approaches to training are increasingly proving to be effective and affordable – especially those that optimize technological capabilities.

International Practices in Training:

Great Britain's HM Inspectorate of Constabulary faced a similar problem in the area of fragmented training offerings and duplication and recommended that solutions to this issue in their jurisdiction may include :

• Development of a national strategy for police training that addressed the needs of all services yet is flexible enough to take account of local needs; and

• Requirement of services to subscribe to the national approach to police training.

Great Britain's HM Inspector recommended in their 1999 report Managing Learning that:

• The tripartite partners responsible for police training develop a national human resource and national training strategy, which take account of all the needs of the Service.

• The Home Office explores mechanisms to ensure that, where police training has been designed in accordance with the national strategy, forces subscribe to the national training provision.

Most training curricula within the public police sector takes a traditional approach to learning –a topic or an area of content is presented, followed by example scenarios which are related to that specific content area to reinforce learning. Some training academies are gradually adopting a more integrated approach to learning. The RCMP Cadet Training curriculum for example, addresses issues of law, policy, procedures, ethics, and population diversity in an integrated way, presenting material in the context of an unfolding scenario presented to students. Integrated approaches to learning move students away from focusing solely on the content to developing an overall under-standing of the process and preparedness to make deci-sions. Information is changing daily and knowledge is doubling approximately every 11 hours. Police training suppliers need to focus on the development of curricula that teaches individuals where and how to find the best possible information and knowledge as efficiently as possible. This learner-centered approach teaches personnel how to hone their decision-making skills and provides them with the opportunity to develop critical thinking skills, innovative thinking patterns, continuous learning and knowledge management capacity, flexibility and adaptability. None of these complex skills can be taught in isolation in a classroom environment.

Because all people learn in different ways, it is widely recognized and accepted that there is no "best" way to deliver training. However, greater use can and must be made of the range of training delivery options available if the policing sector is to realize a maximum return on the investment they make in training.

Given the continued predominance of traditional class-room-based training and the limited amount of distance learning and computer-based training currently taking place, as illustrated in Figure 35[79], there is an evolution needed in the Canadian public policing sector towards the greater use of alternative learning methods. Such methods as understudy (also known as job-shadowing) and secondment for development purposes are also currently under-utilized within the sector according to the PricewaterhouseCoopers survey of police services (Figure 35). As noted in the *Sector Context* and *Operating Environment* chapters of this report, the ageing Canadian population and the forecasted high attrition rate of sworn personnel in the public police service requires that police services focus on the need to move towards just in-time learning to meet learning and development requirements for the future. Further information on how Canadian police training academies deliver training can be found in their individual tables presented earlier in this chapter.

Training and development literature suggests that an evolution towards greater use of non-traditional learning methods and technological training solutions must be accompanied by clear organizational policies and senior management support.

Another important aspect of training delivery is ensuring wider accessibility to the courses and programs that personnel require to stay at maximum efficiency. This involves reducing economic, time and workload constraints which can act as barriers to prevent personnel from taking training.

Interviews conducted during the course of this study revealed that many police service personnel feel that the variety of training opportunities that are currently being offered meets their general needs – but that availability did not necessarily mean they could obtain adequate training. They noted that accessibility barriers exist in the form of costs and the time commitment required.

Interviewees noted that training offered outside of their police services can be expensive. Airfare and accommoda-tion costs, on top of the registration fees, often result in personnel either not attending, partially paying for the training themselves, or prioritizing what training initiatives they can afford to take rather than what they want to take.

Interviewees also noted that the time commitment neces-sary to attend training can also be a barrier. Personnel commented that work comes before training and that this concept applies to training offered inside and outside of the individual police service, including training that can be accessed by the individual via CD ROMs, the Internet and computer-based training.

The process for selecting candidates to attend training can also present accessibility issues. Within the Canadian public police service, numerous courses and programs require pre-requisites in the form of previous training, experience, or occupation of a particular job or position. Because some courses require that the individual be already working in a specific area or discipline, those who would like to take these courses for career development purposes are often not eligible to attend.

One of the most important roles in delivering training is that of the trainers themselves. Police officers, former police officers, private consultants, and university and college professors under contract, often teach courses at

FIGURE 35

Percentage of Training Methods Police Services Used or Paid for in the Last Year
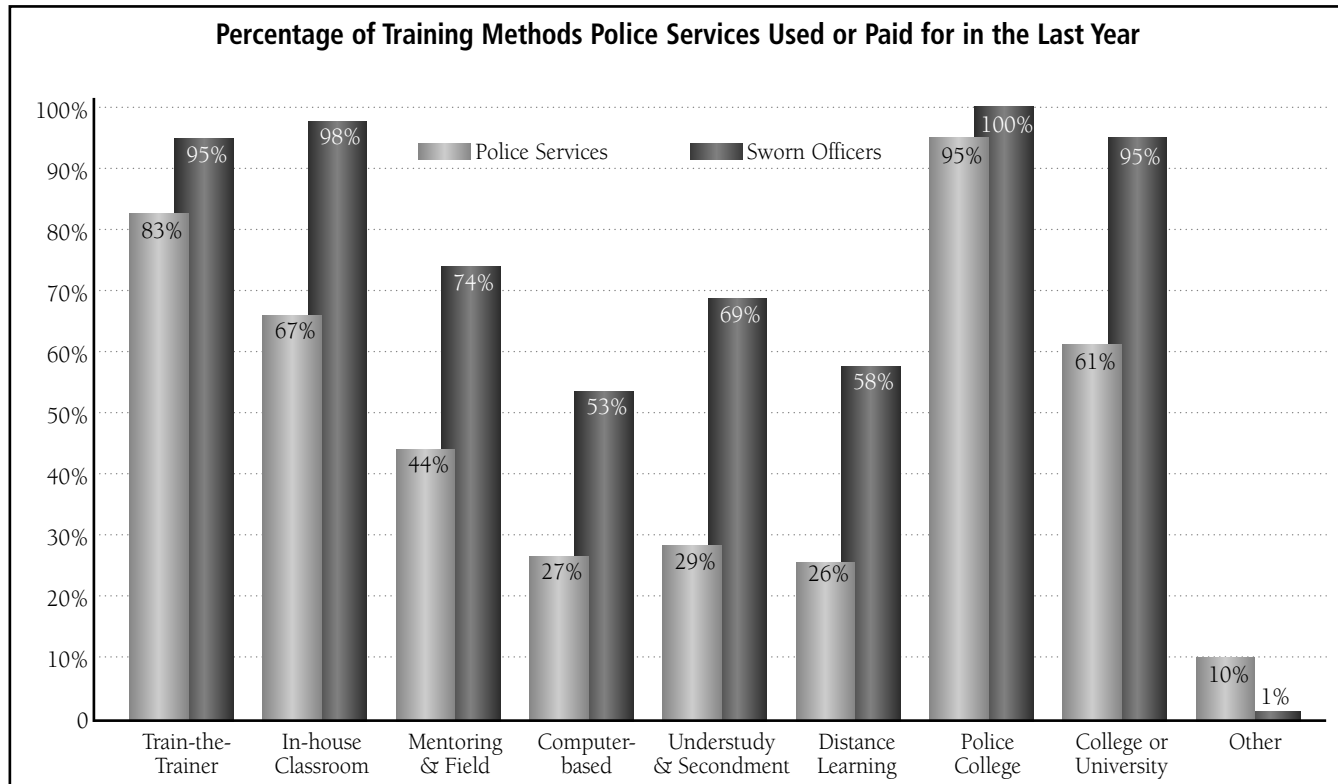
Source: PwC Survey

the various Canadian public policing training facilities. Attention must be paid to ensuring that these trainers are appropriately selected, trained and qualified to teach given areas of expertise. Often, trainers within the Canadian public policing sector volunteer to teach a course or compete through a selection process to be seconded as an instructor. It is important to note however, that the best will only continue to put themselves forward for selection if there is a sufficient challenge to be met and they perceive that the status, rewards and recognition afforded to them reflects the responsibility of the role that they are being called upon to perform.

b   Administration and Evaluation

Often the administration function needed to support the delivery of training is provided by the facility offering the training. Whether it is a police academy or training institution providing the training, their own staff look after coordinating the registrations and logistics of the sessions. If it is a police service that is providing the training, responsibility for coordinating the sessions often falls on the training department, training co-ordinator, or in some cases, the human resources department. Often the tracking

of enrolments and registrations is not linked to the other components of the training cycle, such as planning and evaluation. Ensuring all these areas are more fully integrated would go a long way to facilitating individual planning activities and needs analysis.

Generally, the onus is on the individual training candidate to sign-up for training courses and programs. Most police services require that these requests are first approved by a supervisor and/or human resources to ensure that the training is appropriate and that sufficient funding is available.

A key component of any training initiative is evaluation. Training evaluations provide organizations with feedback on whether the training has achieved the objectives and goals it was designed to meet. In the Canadian public policing service, evaluation of training courses and programs often takes the form of participant feedback collected immediately after the training session has been completed. Feedback of this nature is known as reactive feedback as it only collects information on whether the participant liked the session. The most useful evaluation

feedback is based on behaviour and results. Evaluations that determine if the training has been transferred to the job and whether the training has resulted in improvements to on-the-job performance provide organizations with a sense of whether or not the training program has delivered a return on investment. As police services adopt competencies as a framework around which changes in skills, knowledge and abilities can be measured, there will be greater opportunities to move towards more performance-based training evaluations.

Learning and Development Requirements for Future Policing Issues

As noted throughout this chapter, learning and development is an area in which the public policing sector has invested a great deal of financial, time and human resource effort. Despite these efforts, PricewaterhouseCoopers survey revealed that only 81% of responding police services (representing 62% of sworn officers and 59% of all employees) were able to deliver all training mandated by legislation in the past year (Figure 36). Although the percentage that could deliver seems high, the inability of

FIGURE 36
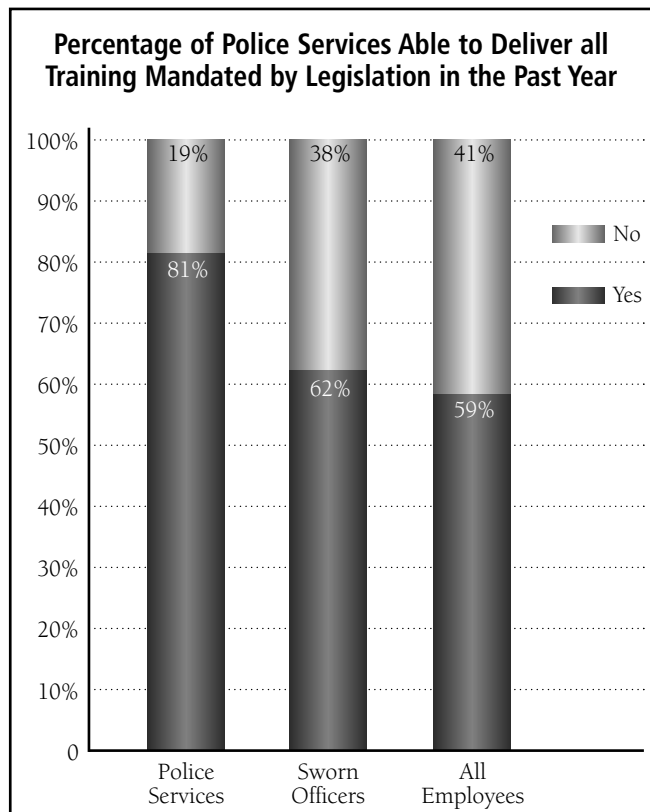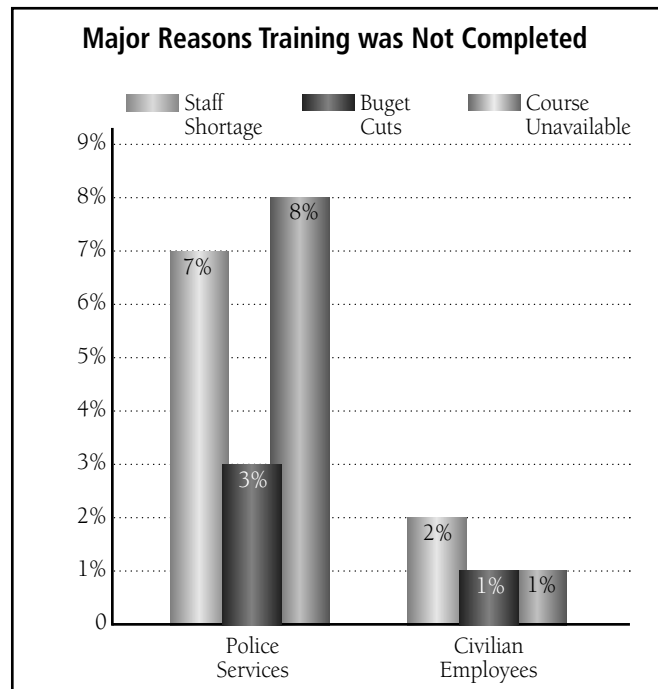
Percentage of Police Services Able to Deliver all Training Mandated by Legislation in the Past Year

Source: PwC Survey

FIGURE 37

Major Reasons Training was Not Completed

Note: Percentages may add up to more than 100% as multiple responses were possible.
Source: PwC Survey

some police services to deliver legally mandated training could have serious implications. Sworn personnel play a significant role in upholding the peace and order in society, and have placed upon them a great deal of responsibilities. Without the proper training, some sworn personnel may not be operating within the law with regards to policies and practices and could be leaving themselves open to dangerous situations and circumstances.

Police services that indicated, in the PricewaterhouseCoopers survey, that they were unable to provide legally mandated training, cited a number of reasons why training was not completed. These reasons included staff shortages, budget cuts and unavailable courses (Figure 37). Clearly, with the increasing complexities of the policing world, solutions must be found to remove barriers that prevent police employees from obtaining the training necessary to not only continue to do their jobs, but to provide the high quality service that the public expects and is demanding.

The public policing sector needs to start to proactively define the strategic direction for police training in the long term. Police services are starting to work towards this with the development of competency frameworks that are linked to such aspects of the training cycle as the

National Strategy

KNOWLEDGE AREA	LEARNING AND DEVELOPMENT PRIORITIES
Management and Organizational Knowledge	Communication skills
	Facilitation skills
	Team work and leadership skills
	Knowledge management and transfer skills
	Business planning and management skills
	Change management skills
	Personal and organizational development skills
Basic Knowledge	Ethics and professionalism
	Problem solving and analytical skills
	Oral and written communication skills
	Second and foreign language skills
	Understanding and appreciation for differences in cultural or ethnic group activities
	Knowledge of other agencies and networking skills
Technical Knowledge	Computer hardware and software skills
	Policing-related technology skills
Knowledge related to Policing Activities	Detailed knowledge of police practices, regulations and legislation
	Community policing knowledge
	Knowledge of specialized policing disciplines

determination of needs, the design and delivery of courses and evaluation. Significantly though, all of this effort is being conducted outside of a national strategy for police training and training standards. If the public policing sector is going to address changing skills, knowledge and abilities that employees will require to work in the continuously evolving and complex world of policing, it is important that these changes be accommodated within a national strategy for police training and training standards.

Significant effort will be needed amongst the various learning and development stakeholders to ensure that training within the public policing sector keeps pace with the changing world of policing – particularly the shift from a police-centered to a client-centered culture. This represents a significant cultural and behavioural change, for which new values and ethics must be consistently integrated across all learning opportunities.

More collaborative training efforts within the sector are required to address the steady pace of change. This sector study sets the stage for broader collaboration, sharing and the creation of alliances to leverage the learning and development strengths that exist across Canada.

Recommendations

Future Directions for the Canadian Public Policing Sector

The main objective of this study is to provide a vehicle for positive change. This final chapter of the report presents the priorities and recommendations identified by the Committee to provide direction for the development of a human resource strategy for the Canadian Public Policing Sector. It should be noted that the recommendations in this report are intended to be useful and relevant to the various police jurisdictions in Canada and to be adapted by them for their use where relevant. They are not, however, intended to be prescriptive or obligatory with respect to any particular jurisdiction.

PRIORITY: Attracting the next generation of talent for policing organizations

Effectiveness of the attraction of talent to the police sector is a critical factor in ensuring the on-going effectiveness of police services. The impact of the ageing police workforce, the need for a representative workforce, new policing skills required to respond to the changing environment and the increased competition for some specialist skills will require police services to rethink and adapt their recruitment activities.

In the past, police services easily attracted large numbers of candidates due to the high profile of the Sector and the appeal of policing as a career choice. In order to screen the large numbers of applications and to ensure that they were selecting candidates who would be suited to a policing career, multiple selection mechanisms had been developed and tested to ensure their validity and reliability. Traditionally, the focus for recruitment in the Policing Sector was one of selection – selecting qualified individuals from among many applicants. This meant that police services invested large amounts of time and money to sort through applications in order to identify qualified candidates. This focus on selection assumes there will continue to be enough applicants to satisfy demand and that these applicants possess the skills required. It is also based on the assumption that police constables, once hired, can be trained to acquire specialist skills as the source for specialized expertise within the police service.

Given the anticipated retirements over the next five years and the fact that, as with other Sectors, police services will increasingly be competing with the broader labour market,

there is a concern that the Police Sector will no longer be able to rely on recruitment methods that assume an adequate applicant pool. Competing in a dynamic labour market to attract specialist skills, visible minorities and women requires employing a proactive approach to recruitment that actively seeks out potential candidates, and requires an open and flexible work culture to attract a diverse range of candidates. The increasing need for specialized skills will also require a more flexible and creative approach to how police services obtain them. The shift in focus will need to include employment of civilian specialists as well as police officers, in a variety of employment arrangements – full time, temporary, part time, or fee for service contracts.

Proactive recruitment focuses on screening potential candidates into the applicant pool through increasing efforts to attract the new skills that are needed. This represents a shift from the current method of screening candidates out of the applicant pool. Continuing to rely on passive attraction activities will leave the sector at risk of not creating the workforce it requires.

The anticipated retirements over the next few years and the resulting increase in the number of new recruits to be hired to fill vacant positions, will also have an impact on the training facilities across the country. Training facilities will have to re-examine their enrolment capacities to ensure that they are able to train the number of new recruits that police services will require in the near future.

As such the Steering Committee recommends that the police sector:

- Develop a sector-wide strategy to attract public police and support personnel.

- Develop new mechanisms to attract candidates to meet requirements for diversity and to retain these candidates once hired.

- Develop new strategies to retain talent in the policing sector.

- Develop new methods of acquiring specialist skills, to include civilians as well as police officers, through a variety of employment arrangements – full time, part time, temporary, or fee for service contracts.

- Remove barriers to entering public policing, including the financing of initial training.

- Develop national standards for physical and other entry requirements.

- Increase recruit mobility through initiatives such as mutual recognition of the equivalency of qualifications from various jurisdictions.
- Develop a national media strategy to highlight the positive aspects of policing to attract qualified recruits.

PRIORITY: Increasing Sector-wide Efficiencies

The jurisdictional framework for public policing in Canada means that, although there are similarities in Police Services across the country, there are distinct differences in how police services are organized and how they operate. While recognizing and respecting jurisdictional differences is essential, the Steering Committee has identified that the sector has created barriers along these jurisdictional lines that have resulted in duplication of efforts and created some inefficiencies among the jurisdictions.

For example, requirements for police education have evolved differently in each jurisdiction. Each jurisdiction has developed its own approach to police education, including the creation of separate police academies, and the responsibility for design, development and delivery of police curriculum within each of the jurisdictions. Given that the criminal code forms a common base for policing, there is significant similarity in core skill and knowledge requirements for police across the country. However, each jurisdiction spends a great deal of time and money on the development and maintenance of police training and education that could otherwise be shared among jurisdictions.

Other public sectors, such as the Health Care Sector, have faced similar challenges in working in a jurisdictional framework. For instance, nursing is governed by a variety of legislation requirements across jurisdictions in Canada, however the various provincial governing bodies have worked together to create a system that helps to maximize efficiencies and reduce duplication of effort through the development of national competency standards.

Police academies and police services have been collaborating on an informal basis. For example, under the auspices of the Canadian Association of Chiefs of Police, a project was coordinated by the Ontario Police College, the Canadian Police College and the Learning and Development Unit of the Royal Canadian Mounted Police (RCMP), which brought together federal, provincial and municipal police representatives. These representatives developed a national framework for the use of force. The work was supported by chiefs of police from across the country. To date, this type of collaboration has been the exception rather than the rule.

The absence of harmonized training and educational standards limit the extent and actual economic benefits of collaboration. While standards themselves will not eliminate duplication, they provide police services and the various jurisdictions with the foundation for sharing resources particularly in, but not limited to, the design, development and even the delivery of education and training.

Increased collaboration across polices services can support more than training and development. In order to better recruit, police services can jointly develop attraction strategies, products and tools among jurisdictions and among police services within a jurisdiction which will help to defray the costs of such new activities. In addition, collaboration across jurisdictions can also support the development of strategies to address new and evolving types of crime, particularly national and international criminal activities.

The Steering Committee has identified a number of recommendations that are aimed at improving the sharing of information, practices and methodologies across jurisdictions and police services. In particular the Steering Committee recommends that the police sector:

- Explore co-operative ventures between publicly funded training and education institutions.
- Develop a Sector toolbox or repository of best practices in human resource management, which could be drawn on by police services across Canada.
- Create a national human resource group under the auspices of the national police service to do future work on the Sector toolbox and other Sector-wide human resource initiatives.
- Develop competency profiles and training standards for all jobs in policing, including specialist and management functions, executives, recruits, auxiliaries and volunteers.
- Increase collaboration across police services for the design and delivery of training for skills and knowledge that are common to policing across jurisdictions
- Develop protocols governing the human resource aspects of police service takeovers in order to minimize uncertainty and facilitate transitions.
- Develop an internet-based learning resource accessible to police across Canada that would enable just-in-time learning. This learning resource should be appropriately funded so that financial barriers do not limit access to content.

- Continue to provide assistance and support for the delivery of training for police governance bodies and police personnel so they can understand and carry out their respective legislated roles effectively.

PRIORITY: Improving the Police Sector's Human Resource Planning Capacity

It was widely recognized throughout this study that public police services in Canada would continue to face a changing environment. Changes in the demographic profile of the population, new and emerging types of crime and the impact of technology, for example, are, and will continue affecting public policing in Canada. Many in the Sector have expressed concern over the accelerating pace of change and the ability of public police services to respond adequately and effectively. Changes to the environment in which police must operate will likely impact the type of services, the mode of delivery and human resources required in the Policing Sector.

The Steering Committee recognized the need and importance of improving the ability of police services to respond and adapt to new and emerging service delivery models. The cost and time required for identifying new service delivery models and measuring their impact on HR requirements can be overwhelming for individual police services. In addition, the primary focus for police services must be on front line service delivery, which limits the extent of resources that can be allocated to adapting to change.

The challenge is in balancing the resources between service delivery for current needs and identifying and readying resources in order to respond to future needs. While this is a critical dilemma shared with other sectors within Canada, it remains critical for police services to be prepared to respond to new and evolving environmental changes.

Developing and improving the capacity of police services to plan their human resources strategically is a key element in ensuring that the Sector as a whole is ready and able to respond to a changing operating and external environment. However, this requires more than just committing to better HR planning. There must be renewed importance given to the role of strategic HR planning, establishing vehicles for strategy development and developing tools to support HR planning, such as planning models, and information systems.

HR planning, at both local and national levels, requires an understanding of the current human resource configurations in the police service, including the ages, years of service, mode of employment, skills and experience, retirement entitlements, and employment equity characteristics of the human resource base. While few would question the necessity of HR strategy and planning, many police services are not well equipped with human resource databases that will provide the type of information necessary for effective HR planning.

Another key element of HR planning for police services is ensuring the adequacy of deployable resources. Like many other Sectors in which emergency response is a key component of the work, police services are continually being challenged with what is the appropriate level of resourcing. While there has been some progress on the development of personnel strength assessment tools in some regions, the Sector is not yet equipped with any formal personnel strength assessment guidelines and methodologies to assist in HR planning.

The Steering Committee has identified a number of recommendations that are aimed at improving planning within police services. In particular, the Steering Committee recommends that the police sector:

- Develop strategies for succession planning and executive development that can be drawn on by police services across the country.
- Develop a computer model to project attrition / retirement that can be used by police agencies to project hiring needs.
- Conduct an overall review of the ability of police training institutions to accommodate projected training demands including supply / demand forecast.
- Develop models for determining police staffing requirements.
- Ensure that changes to cost-shared policing agreements (for example RCMP 90/10 or 70/30) are negotiated in a timely manner to ensure that the human resource impacts are addressed.
- Resolve issues of quality and consistency in statistics about policing, including human resource information and other data relevant to planning and performance evaluation.

PRIORITY: Improving labour-management relations

Although the labour-relations climate in most police services has changed very little in the past few years, there have been some significant improvements in some organizations. These improvements can generally be attributed to increased communication between management and labour and to proven approaches to contract negotiation such as interest-based bargaining and other similar techniques. Many police services have established a joint-labour management committee to try to improve communications between management, the rank-and-file officers and in some cases, civilian employees. These committees help to create a more collaborative approach to solving problems. New bargaining approaches such as interest-based bargaining have also proven helpful in improving understanding and cooperation between labour and management. Some police services have used this approach in the latest round of contract negotiations with some success.

While labour-management relations have improved in some police services, there is evidence that in others, relations between management and labour have become increasingly strained and adversarial. These strained relations are due to a number of factors that vary from one police service to the next, but in general, they can be attributed to contract disputes, externally imposed budget restraints and disagreements over management appointments and adequate staffing.

The Steering Committee recognizes that while some progress has been made in improving labour-management relations, there still remains some work to be done to create a less adversarial climate in contract negotiations. The Steering Committee members therefore recommend the following:

- Develop mechanisms to aid police, management and associations in moving their labour relations from a more adversarial to cooperative relationship.

PRIORITY: Increasing funding and resources

The Canadian public policing sector, like many other sectors, has experienced a considerable number of inter-related economic and fiscal pressures over the past few years. These pressures have culminated in resource constraints for police services across Canada. At the same time, both the amount and the complexity of police work have increased due to a combination of influences such as new technology pressures, increasing administrative work, changing roles demanded by community policing and other trends. When these influences are combined with the budget freezes and/or cutbacks that have affected the sector over time, this increased scope of policing means that "everyone is doing more with less". The Federation of Canadian Municipalities has raised the concern that with one source of revenue (property tax), Canadian municipalities cannot sustain increased policing costs of addressing national and international crime, as well as providing policing service at the local level.

The Steering Committee members therefore recommend that the policing sector:

- Conduct a review of mechanisms for financing public policing across Canada, including the roles of the various levels of government in providing funds.

In addition to the other recommendations in this report, the Steering Committee recognizes that implementing any recommendations stemming from this Human Resource Strategic Analysis will require dedicated and specialized resources. As such, the Steering Committee recommends that:

- A working group be established in order to promote the implementation of these recommendations on behalf of the sector;

- Funding be provided for the working group in order to help them implement the recommendations proposed in this report.

Appendices

♭ APPENDIX A

Steering Committee Members

Chairpersons

Ms. Nancy Caney
Commander
Human Resources Bureau
Ontario Provincial Police
Orillia, Ontario

Mr. Dale Kinnear
Director of Labour Services
Canadian Police Association
Ottawa, Ontario

Members

Ms. Noreen Alleyne
Director
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Aylmer, Ontario

Mr. Phil Arbing
Provincial Advisor
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Office of the Attorney General
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Mr. James C. Beaver
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Nova Scotia Department of Justice
Halifax, Nova Scotia

Mr. Kevin Begg
Director
Police Services Division,
British Columbia Provincial
    Government
Victoria, British Columbia

Mr. Harper Boucher
Commanding Officer "F" Division
RCMP
Regina, Saskatchewan

Ms. Lenna Bradburn
Former Chief
Guelph Police Service
Guelph, Ontario

Mr. Simon Bradford
President
Ontario Association of Police
    Educators
Orillia, Ontario

Mr. Tony Cannavino
President
Association de policiers
    provinciaux du Québec
Ste-Julie, Québec

Mr. Les Chipperfield
President
Canadian Association
    of Police Educators
Hamilton, Ontario

Mr. John Clark
Director
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Mr. Michael Connolly
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Mr. Robert Davidson
National Representative
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Mr. Ted Doncaster
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Ms. Lise Hodgson
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Canadian Association of
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Dean of Arts
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Mr. Ron Lewis
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RCMP Headquarters
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Ms. Madeleine Lussier
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♭   APPENDIX B

Site Visit List for Strategic HR Study of Public Policing in Canada

PROVINCE	POLICE SERVICE	TRAINING INSTITUTE
Newfoundland	Royal Newfoundland Constabulary	
New Brunswick	Saint John City Police Service	
	Fredericton Police Service	
Nova Scotia	Tantalon, RCMP	
	Bridgewater Police Service	
	Halifax Regional Police Services	
Prince Edward Island	Summerside Police Service	Atlantic Police Academy (Holland College)
Québec	Sûreté du Québec (HQ)	École nationale de police du Québec
	Service de police de Jonquière	Cégep de Trois-Rivières
	Service de police de la communauté urbaine de Montréal (SPCUM)	
	Service de la sécurité publique de Trois-Rivières	
	Montreal, RCMP	
Ontario	Toronto Police Services	C.O. Bick Police College
	Ontario Provincial Police, Orillia	Canadian Police College
	Ottawa – Carleton Regional Police Services	Ontario Police College
	RCMP Headquarters, Ottawa	Ontario Provincial Police Training Academy
	London RCMP	Algonquin College
	Brockville Police Service	
	North Bay Police Service	
Manitoba	Winkler Police Service	
	Winnipeg Police Service	
Saskatchewan	Regina Police Service	RCMP Training Academy
	Weyburn Police Service	Saskatchewan Police College (University of Regina)
Alberta	Calgary Police Service	Mount Royal Community College
	Drumheller RCMP	
	Lethbridge Police Service	
	Fort McMurray, RCMP	
British Columbia	Vancouver Police Department	Justice Institute of British Columbia
	Surrey, RCMP	Douglas College
	Saanich Police Department	
Territories	Iqaluit, RCMP	
	Whitehorse, RCMP	
	Yellowknife, RCMP	

Participant List for Strategic HR Study of Public Policing in Canada, by Number, Organization and Type	Commanding Officers	HR Directors	Association	Officers	Civilians	Volunteers	Auxilliaries	Training Directors and Faculty	Students
Royal Newfoundland Constabulary	1		4	5	3				
Saint John City Police Service	1	1	2	4	4	5			
Fredericton Police Force	1	1	1	4	2				
Tantalon RCMP	1	1		5					
Bridgewater Police Service	1	1		2	1				
Halifax Regional Police Services	1	1	4	4	3	4			
Summerside Police Service	1	1	1	3					
Atlantic Police Academy (Holland College)								2	
Sûreté du Québec	1	2	1	18	10		6*		
Service de police de la Communauté urbaine de Montréal (SPCUM)	1	1	1	17	5		4		
Service de la sécurité publique de Trois-Rivières	1	1	2	4	2				
Services de police de Jonquière	1	1	2	17	5				
Montreal RCMP	2	1	2	8	9				
Institut de police du Québec								5	12
Cégep de Trois-Rivières								3	9
Toronto Police Services	2	1	1	9	6		5		
Ontario Provincial Police, Orillia	1	1	7	10	10	2	10		
Ottawa-Carleton Regional Police	1	1	4	10	5				
RCMP Headquarters, Ottawa	1	2	2					1	
London RCMP Detachment			2	8	8				
North Bay Police Force	1	2	1	5	8				
Brockville Police Services	1	1	2	2	2	3			
Ontario Police College								2	12
Algonquin College								1	8

Participant List for Strategic HR Study of Public Policing in Canada, by Number, Organization and Type

	Commanding Officers	HR Directors	Association	Officers	Civilians	Volunteers	Auxilliaries	Training Directors and Faculty	Students
C.O. Bick Police College								1	8
Ontario Provincial Police Training Academy								2	6
Canadian Police College								7	2
Winkler Police Service	1		2		1				
Winnipeg Police Service	1	1	3	9	9	8			
Weyburn Police Service	1		1	9	2				
Regina Police Service	1	2	1	5	8	6			
RCMP Training Academy								4	8
Saskatchewan Police College								1	6
University of Regina									
Calgary Police Service	1	4	4	28	7	8			
Lethbridge Police Service	1	1	4	13	4	2			
Fort McMurray RCMP Detachment	2			13	6		3		
Drumheller RCMP Detachment	1			2	1	2			
Mount Royal Community College								1	5
Vancouver Police Service	1	1		16	15	10			
Surrey RCMP Detachment	1		2	10	9	4	2		
Saanich Police Services	1	1	3	6	5	5	2		
Justice Institute of BC								1	10
Douglas College								4	9
Iqaluit RCMP Detachment	1	1		3			1		
Whitehorse RCMP Detachment	1	2	2	5	6	3			
Yellowknife RCMP Detachment	1		1	4		1			
Total	**35**	**33**	**62**	**258**	**156**	**63**	**33**	**35**	**95**

* At the Sûreté du Québec, auxiliaries are temporary officers.

b APPENDIX C

Human Resources Survey of Public Police Services

This survey is part of a study of human resources requirements and systems in public police services in Canada, commissioned by the Canadian Association of Chiefs of Police and the Canadian Police Association, and conducted by PricewaterhouseCoopers. The study is directed by a steering committee of more than 30 members representing stakeholders in the public policing sector such as police chiefs, unions and associations, provincial and federal government departments, municipal authorities, and educators.

This survey will be used to assess patterns in human resource practices across public police services in Canada. All responses to this survey will be kept strictly confidential, and the results will be reported on an aggregated national and provincial basis only. All results will be made publicly available in the study's final report, due to be completed in January 2001.

Though this survey is not officially sponsored by Statistics Canada, the steering committee believes it would be most useful if respondents would follow the definitions of occupations specified in Statistics Canada's Police Administration Annual Survey. We realize that the two surveys are before you at similar times in the year. This has been done to avoid duplication of effort and reduce response burden for respondents. Although the surveys are separate, we would like to emphasize that your timely response to both surveys is very important and appreciated. We request that the completed survey be returned to us by June 8, 2000. Please complete this survey as permitted by your record keeping systems as of the reference date of December 31, 2000, and a reference year of the calendar year 1999. If you wish to use an alternative reference date and year (twelve month period) for your responses please use this date consistently and indicate the year end date here: _____.

1.   Name of police service _____

2.   What size is the population served by this service? [   ]

3.   Has this police service undergone an amalgamation of two or more police services in the last five years?

        ❑   Yes   ❑   No

4.   What is the body to which this police service is most directly accountable?

        ❑ Municipal Council   ❑ Police Board/Commission   ❑ Solicitor General
        ❑ Justice Ministry   ❑ Other (please specify)_____

Employment Profile

5.   Please indicate the number of employees in your organization with the characteristics indicated in the column headings. Numbers for part-time employees should be combined into the nearest full-time equivalent (FTE) and the total number of part time employees indicated in the last column.

Sworn Police Officers	Total Personnel (FTE)	Number Eligible to Retire in Next Five (5) Years	Number of Males	Number of Females	Number of Disabled	Number of Visible Minorities	Number of Aboriginals	Total Number of Part Time Employees
Senior Officers								
Non-commissioned Officers								
Constables								
Total Sworn Police Officers								
Special Constables and Civilian Personnel								
Native Special Constables								
Security Officers / Guards								
By-law Enforcement								
Cadets / Trainees								
Communications/Dispatch								
Management/Professionals								
Clerical Support								
School Crossing Guards								

Sworn Police Officers	Total Personnel (FTE)	Number Eligible to Retire in Next Five (5) Years	Number of Males	Number of Females	Number of Disabled	Number of Visible Minorities	Number of Aboriginals	Total Number of Part Time Employees
Senior Officers								
Non-commissioned Officers								
Constables								
Total Sworn Police Officers								
Other (please specify)								
Total Special Constables and Civilian Personnel								
Grand Total All Personnel								

6. What was the authorized strength of sworn officers (as of the reference date): _____

7. Please indicate any other persons with a role in the police service not included under question 5.

	Number		Number
Auxiliaries and Reserve Police		Volunteers (other than auxiliaries)	
Casual or Temporary Police Officers		Others (please specify) _____	
Casual or Temporary Civilians			

8. Please indicate hiring and departure data for your organization during the twelve month period before the reference date:

Sworn Police Officers	Number of New Hires	Number Promoted into this Group	Number of Retirements in Group	Number of Quits	Number of Terminations	Number of Exits from Group for Any Other Reason
Senior Officers						
Non-commissioned Officers						
Constables						
Total Police Officers						
Special Constables and Civilian Personnel						
Native Special Constables						
Security Officers / Guards						
By-law Enforcement						
Cadets / Trainees						
Communications/Dispatch						
Management/Professionals						
Clerical Support						
School Crossing Guards						
Other (please specify)						
Total Special Constables and Civilian Personnel						
Grand Total – All Personnel						

Human Resources Practices

9. Which of the following bargaining characteristics apply to non-management employees in your organization? (check all that apply)

	Civilians	Sworn Police Officers
No collective bargaining rights		
Have bargaining rights but are not exercised		
Collective bargaining through an association or union		
Represented by same bargaining agent as police officers		

10. If bargaining rights are exercised, what was the dispute resolution mechanism in your last round of bargaining? (check all that apply)

	Civilians	Sworn Police Officers
Bargaining with non-binding arbitration		
Bargaining with binding arbitration		
Bargaining with right to strike		

Other (please specify)

11. Does your organization have a formal labour-management committee or equivalent?

❑ Yes ❑ No

12. If answer to question 11 is 'Yes', are civilians represented on the committee?

❑ Yes ❑ No

13. Please provide the following information on grievances filed by the union or association and its members.

	Number
Total number of active employee grievances currently on file?	
Of the total, number of grievances currently at highest level of grievance process?	
Of the total, number of grievances concerning promotions process?	
Of the total, number concerning disciplinary action?	
Of the total, number concerning other major category? Please specify nature of grievance	

14. Please indicate the number of years of service and / or age requirements for regular retirement eligibility for sworn police officers within your organization:

[_____] year of age and / or [_____] years of service.

[_____] age and years of service totaling

Other (please specify) _____

15. Please indicate the total number of days lost in the reference year due to the causes listed in the column headings:

	Total Days Lost	Short Term Illness	On-duty or Work Injury	Short-term Stress Leave	Suspension or Discipline	Parental Leave
Sworn Police Officers						
Senior Officers						
Non-commissioned Officers						
Constables						
Total Sworn Police Officers						
Total Special Constables and Civilian Personnel						
Grand Total -- All Personnel						

16. Please indicate the number of employees currently on long term disability (LTD):

Sworn Police Officers	Number of Employees on LTD
Senior Officers	
Non-commissioned Officers	
Constables	
Total Sworn Police Officers	
Total Special Constables and Civilian Personnel	
Grand Total -- All Personnel	

17. Please provide the following information on public complaints against police officers or the police service in the past twelve months:

	Officers	Service	Total
How many public complaints were filed in the reference year?			
How many of these complaints were sustained?			
How many of these complaints were not sustained?			
How many of these complaints are currently unresolved?			

18. Does your organization use a formal evaluation process for police officers?

❑Yes ❑ No

19. Does your organization use a formal evaluation process for civilians?

❑Yes ❑ No

Training and Human Resources Development

20. Was your organization able to deliver all training mandated by legislation in the past year?

❑ Yes ❑ No

21.   If no, please indicate the major reasons training was not completed (check all that apply):

    ❑ Not enough staff to cover for trainees
    ❑ Training budgets cut due to budget restraint
    ❑ Required courses not available
    ❑ Other (please specify)_____

22.   Does your organization have a formal training plan covering police officers?

    ❑ Yes   ❑ No

23.   Does your organization have a formal training plan covering civilians?

    ❑ Yes   ❑ No

24.   Does your organization make available and / or support executive development training for senior personnel?

    ❑ Yes   ❑ No

25.   Which of the following training methods were used or paid for by your organization in the last year?
    (check all that apply)

    ❑ Train the trainer (in house trainer learns material and teaches to others in organization)

    ❑ In-house, classroom training

    ❑ Mentoring and Field Training programs
    ❑ Computer based learning (self-directed, self-paced course software)
    ❑ Understudy programs and secondments

    ❑ Distance learning (via internet, television, or video-conference links)
    ❑ Training at recognized police college or academy
    ❑ Training at college or university
    ❑ Other (please specify)

    _____

26.   Does your organization have a tuition reimbursement plan for courses taken by employees?

	No	Yes (no conditions)	Yes (if related to duties)	Proportion of Employees Who Received Tuition Assistance in Last Year
Sworn Police Officers	❑	❑	❑	_____
Civilians	❑	❑	❑	_____

27.   Does your organization have a formal training budget?

    ❑ Yes   ❑ No

28.   Has your spending on training increased or decreased on a per employee basis in the last year?

    ❑ Increased   ❑ Decreased   ❑ About the same

29.   If you have any notes or other comments you would like to include, please do so in the space provided below:

Thank you for your participation in this important study. If you have any questions about completing the questionnaire, please do not hesitate to call the PricewaterhouseCoopers' National Survey Centre toll free at 1-800-886-5143 and your call will be returned within 24 hours of leaving a message. You can also contact Wesley Rodney directly at (613) 755-5901 x7507.

Please return your completed questionnaire by June 8, 2000. The survey can be faxed back using our toll free fax number at 1-888-588-8418.

General Survey Instructions

1. Numbers of employees throughout this survey refers to the actual number of full-time and permanent part-time employees on the personnel roster. Do NOT include temporary or casual workers who are not employed on a permanent basis.

2. Convert permanent part-time employees to a full-time equivalent. For example, four permanent part-time workers who each work ten hours a week would be considered one full-time employee.

3. Ensure that the sub-totals are completed for Total Police Officers and Total Special Constables and Civilian Personnel. These two lines are then added together for Total Personnel.

Question 5: Actual Personnel as of Reference Date (rounded to the nearest full-time equivalent)

Police Officers: Include only fully-sworn, active police officers and constables. Do not include police on long-term disability.

Senior Officers	This includes personnel who have obtained senior officer status, normally at the rank of lieutenant or higher, such as chiefs, deputy chiefs, staff superintendents, superintendents, staff inspectors, inspectors, lieutenants, and other equivalent ranks.
Non-Commissioned Officers	Include personnel between the rank of constable and lieutenant, such as staff-sergeants, sergeants, detective-sergeants, corporals and all equivalent ranks.
Constables	All classes of constables, except Special Constables are included in this category. Special Constables are included under Special Constables and Civilian Personnel as they are not fully-sworn police officers.
Total Police	Provide the total number of police officers for each gender and the total number of all police officers on the force. This grand total is the total current police strength for the department as of the reference date.

Special Constables and Civilian Personnel: Include all full-time and permanent part-time special constables and civilian personnel who are paid from the police department's budget. Exclude special constables and civilian personnel that the municipality supplies at no charge.

Native Special Constables	Native special constables are personnel with limited law enforcement authority. They provide a restrictive policing role within aboriginal communities and act as liaison between fully-sworn police officers and aboriginal members of the community. Many of the Native Special Constables were part of the Native Special Constable Program that was sponsored by the R.C.M.P.
Security Officers / Guards	Includes special constables employed as court security officers and other security guards who provide security for persons in custody and in court.
By-Law Enforcement Officers	This category includes special constables with authority to enforce municipal by-laws such as parking control officers. Do NOT include officers paid by the municipality.
Cadets / Trainees	Includes all paid personnel engaged in training programs intended to enable them to achieve the status of fully-sworn constables, but who have not yet achieved that status. This category excludes fully-sworn police officers on in-service training programs.
Communications – Dispatch	This category includes all civilian dispatchers, telephone switchboard operators, call evaluators and complaint takers. These responsibilities may be assigned to separate individuals in larger forces, while one person may be responsible for all of the above tasks in a smaller force.
Management / Professionals	This category includes civilians in any of the following positions: managers, administrators, systems/ computer analysts, scientists, and other skilled civilian personnel.
Clerical Support	This category includes all civilian personnel who perform clerical support, secretarial or reception duties.
School Crossing Guards	This category includes paid personnel who are assigned to ensure the safety of children while they are crossing intersections. As school crossing guards tend to work on a part time basis (eg. 3-4 hours per day and for about three quarters of the year), please convert the number of school crossing guards to their full time equivalent taking into consideration the number of hours worked per day and the number of months worked per year. The following formula could be used for the example above: Actual number of school crossing guards x 0.5 x 0.75 = full time equivalent.
Other (please specify)	Include all other special constable or civilian personnel not counted in the above categories. Examples of personnel in this category are blue-collar workers, mechanics, and building maintenance personnel. Total Special Constables and Civilian Personnel Provide the total number of special constables and civilian personnel for each gender and the total number of all special constables and civilian personnel on the force. This is the total current special constable and civilian strength for the department as of the reference date.
Total Personnel	This is the total of all personnel by gender and the grand total of all personnel.

Question 6: Authorized Strength as of the Reference Date

Authorized Police	Officer StrengthReport the number of fully-sworn police officers the police department is allowed to employ this calendar or fiscal year. This number is independent of the actual number of police officers on strength on the reference date in question 5.

Question 7: Other Police Services Roles

Auxiliary / Reserve	Police PersonnelAn auxiliary or reserve member is a law enforcement assistant who works, on a volunteer basis, under the supervision of a regular member of a police force and whose involvement in law enforcement is limited under the terms of their appointment. Generally, reserve/auxiliary police personnel are restricted from involvement in direct enforcement.
Casual / Temporary	Police OfficersThis category includes all paid, casual (non-permanent) sworn police officers who have full law enforcement authority. These individuals do not occupy authorized positions or person-years and as a result are excluded from the police personnel counts. This category includes employees who because of the casual or temporary nature of their employment may not qualify for benefits such as sick leave or vacation leave. These workers are generally on an "on-call list" and can be called in to replace permanent police officers when needed. Permanent part-time police officers who work on a regular schedule should be excluded from this count and included in the personnel counts for question 5.
Casual / Temporary Civilians	This category includes all paid, casual (non-permanent) civilian workers. These individuals do not occupy authorized positions or person years and as a result are excluded from the civilian personnel counts. This category includes employees who because of the casual or temporary nature of their employment may not qualify for benefits such as sick leave or vacation leave. These workers are generally on an "on-call list" and can be called to replace permanent civilian personnel when needed. Permanent part-time civilian employees who work on a regular schedule should be excluded from this count and included in the personnel counts in question 5.

ᑺ APPENDIX D

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