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Province of Prince Edward Island
Midpoint Evaluation of 2017 Crime Prevention and Police Services Model Review
July 2021

2018

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Executive Summary

In 2016, the Department of Justice and Public Safety undertook to conduct a review of crime prevention efforts and policing services model to assess the present state of cohesive, integrated, and efficient public safety services and to receive recommendations where enhancements could be achieved. This review resulted in seventeen (17) recommendations determined at the time to enhance the coordination of policing services across Prince Edward Island as well as contribute to strengthened crime prevention efforts.

Since 2017 the Province has made considerable progress in that nine (9) of the seventeen (17) recommendations have been completed and progress on others has been made.

In October of 2019, Premier Dennis King provided further direction to lead the province's efforts to strengthen the criminal and civil justice systems. This direction also aimed to direct programming and resources in order to protect and uphold the safety of Island families and communities and to make substantive progress on the goal of working with communities and policing agencies. This direction intended to ensure appropriate policing services are delivered that focus an upstream community policing approach centered on community safety and well-being.

In support of these efforts the Province contracted the ADGA Group to conduct a midpoint evaluation of the progress achieved since the 2017 report was delivered and, considering changes since then, identify any course corrections that may be necessary. This project involved regular consultation with provincial representatives, research, interviews of seventy-three (73) key stakeholders identified by the Province and a public survey that received 1,651 responses.

The public survey and extensive interviews conducted during this project indicate that Islanders are being served well by their police services. PEI residents feel safe and recognize the efforts that are being done by their police services to serve and protect the population.

The recommendations that follow in this report will formalize provincial leadership of policing and create a governance model that can harmonize input from Government, police services and Islanders towards the common goal of strengthening Island policing and crime prevention. Complete recommendations and their associated explanations are provided in the Observations and Recommendations section of this report. A summary of the recommendations follows:

Recommendation 1. Establish a Prince Edward Island Policing Board.

Recommendation 2. Review existing police standards and provide recommendations for updates and new standards for Ministerial approval.

Recommendation 3. Review all facets of existing and new standards to ensure that all Island police services including the RCMP, are using interoperable approaches and terminology.

Recommendation 4. Once existing standards have been updated and new ones approved by the Minister of Justice and Public Safety (the Minister), all standards should be entered into legislation and the existing Ministerial Directives retired.

Recommendation 5. Once existing standards have been updated and new ones approved by the Minister, an impact analysis should be conducted to determine any additional costs associated with the training and how these costs should be addressed.

Recommendation 6. The Atlantic Police Academy should be reinforced as the default training facility for all mandatory and other police and security training.

Recommendation 7. Establish a joint agency task force in conjunction with the Police Board to develop appropriate policy and standards establishing police witness responsibilities and preparation.

Recommendation 8. Establish mandatory training (standards) and certification for basic security training and other private security functions.

Recommendation 9. A Provincial Strategic Plan for Policing should be developed by the Department of Justice and Public Safety and approved by the Minister.

Recommendation 10. Joint Forces Operations (JFOs) should be framed by memorandum of understandings (MOUs) which clearly describe the goals of the JFO and the responsibilities of each member and participating agency.

Recommendation 11. A framework should be developed by the Police Board and approved by the Minister to allow for the creation of provincially funded JFO units when appropriate.

Recommendation 12. Criminal Intelligence Service (CIS) PEI staffing should include municipal police positions in addition to the RCMP to strengthen cooperation and the sharing of intelligence.

Recommendation 13. Clearly define Federal, Provincial and Municipal policing responsibilities, who authorizes them and who is responsible for paying for them.

Recommendation 14. Establish an interim team or special committee to review and implement all accepted recommendations from this study.

Recommendation 15. Conduct a resource review of the Provincial Policing Services component of the PEI Government to determine the number of staff and the roles required to establish and maintain effective provincial leadership and oversight of policing in PEI.

Recommendation 16. Establish a provincial costing methodology to allow for consistent and accurate costing of the potential delivery of regionalized municipal policing services. Should regional or provincial policing become a consideration, such a costing methodology would allow for an accurate cost comparison of the available options.

Recommendation 17. Review the provision of specialty police services as part of the RCMP contract to determine what services are available, where they are provided from and at what cost.

Recommendation 18. Using the data from the previous recommendation, conduct a cost benefit analysis to determine if high frequency specialty services could be provided by a municipal police service within a provincially led framework while maintaining the required standards.

Recommendation 19. Examine the funding allocated to the RCMP Emergency Response Team (ERT) team and its use on the Island since 2018 to determine if a pay per use option would be feasible and could reduce costs.

Recommendation 20. Consider the viability of establishing an Island based containment team capability.

Recommendation 21. Remove the policing status and designation of the UPEI Security Police.

Recommendation 22. Create an Island focused diversity training session for police that builds upon training delivered at the Academy.

Recommendation 23. Create a catch-up diversity course for people that did not receive diversity training at the Atlantic Police Academy.

Recommendation 24. Create a diversity training standard that includes regular refresher training.

Recommendation 25. In addition to the intent to fund Atlantic Police Academy seats for visible minorities and candidates from under-represented groups, consider a program to allow some of these candidates to be pre-screened for municipal police positions and hired in advance provided they successfully complete their training at the Atlantic Police Academy.

Recommendation 26. Consider strengthening the current communications and dispatch model with annual exercises, provincial training and implementing a hiring standard.

Recommendation 27. Consider adopting an electronic reporting system to allow the public to submit incident reports to PEI police online.

Recommendation 28. Conduct a policing survey every three years commencing in 2024.

Recommendation 29. Prior to the development of the Strategic Plan, consider a special effort to seek public input on policing and community safety priorities via a survey, town hall meetings or other appropriate forums.

Recommendation 30. Consider the appointment of a Seniors Advisor and a Youth Advisor to the Police Board to liaise with their respective communities and advise the board on how relations between those communities and the police can be strengthened.

Recommendation 31. The process for Serious Incident Response Team (SIRT) support should be formalized either through an MOU with Nova Scotia SIRT or through participation in an Atlantic SIRT model.

Recommendation 32. Consider conducting a brief awareness campaign to remind residents of the role of the Police Commissioner and how to make a complaint against police.

Introduction

The threat in Canada is evolving and growing as crimes become more complex and global in nature. Terrorism, cybercrime, and identity theft are but a few examples of growing issues that challenge law enforcement's technology and resources. As new threats emerge, policing has been under pressure to find new ways of doing business to ensure that our public is kept safe, and policing is being conducted in a fiscally responsible fashion.

The changing nature of policing, and public expectations of the police in Canada has resulted in several recent calls for reviews and updating as it pertains to the way policing services are delivered. As a result of this new environment, provincial and municipal governments, as well as the police services, must demonstrate that resources are being utilized as effectively and efficiently as possible. As well, the structure for the delivery of policing services must serve to maximize organizational and community policing capacities. It is incumbent upon elected officials and the leadership of police services to ensure they are keeping pace with the rapidly changing nature of the delivery of the policing function. These changes include new legislation and court rulings that have resulted in increases to the required steps in handling cases with associated increases in time for cases to be completed. At the same time this must be balanced with a comprehensive understanding of the potential financial and resource savings that can be generated by the delivery of "non-core" police functions through alternate service delivery models.

In 2016, the Department of Justice and Public Safety undertook to conduct a review of Island crime prevention efforts and police services models to assess the present state of cohesive, integrated, and efficient public safety services and to receive recommendations where enhancements could be achieved. This review resulted in 17 recommendations determined at the time to enhance the coordination of policing services across Prince Edward Island and to contribute to strengthened crime prevention efforts.

Since that time a series of committees at the executive and working group levels have been working to review and refine the recommendations and prioritize the response to the recommendations. As well as to assign and recruit key personnel and subject matter experts from policing and partner organizations to commence efforts to achieve the desired result of "achieving cohesive, integrated and efficient public safety services".

In addition, in October of 2019, the Minister of Justice and Public Safety (the Minister) and the Attorney General was issued his Mandate Letter from Premier Dennis King. This letter provided the overarching goal to lead the province's efforts to strengthen the criminal and civil justice systems, direct programming, and resources to protect and uphold the safety of Island families and communities. Further, this letter directed that

substantive progress be made on the goal of working with communities and policing agencies to ensure appropriate policing services are delivered that focus an upstream community policing approach centered on community safety and well-being.¹

In support of these efforts, the Province contracted the ADGA Group to conduct a midpoint evaluation of the progress achieved since the 2017 report, consider changes in best practices and trends since then, and identify any course corrections that may be necessary.

Approach and Methodology

The ADGA project team used the following approach and methodology:

Initial and regular consultation was conducted with provincial representatives from the Department of Justice and Public Safety to discuss expectations, test findings and ensure that the project's results were tailored to the needs of the Province.

A review of the Crime Prevention and Policing Service Model Review report finalized in 2017 was conducted followed by a series of detailed discussions on the progress that had been made on each of the recommendations, issues that were still left to complete and new developments that had arisen.

Independent research of emerging trends and themes in policing that contribute to the enhancement of community-based policing, efficiencies and emerging technologies was conducted. Research was focused mainly on Canada and information and studies were selected that could have relevance to Prince Edward Island. Sources reviewed include:

- Justice and Public Safety Mandate Letter - October 11, 2019
- Crime Prevention and Policing Service Model Review Final Report - March 2017
- Mainstream Media Reports on Policing Issues
- RCMP "L" Division and Charlottetown Police Services Jurisdiction Boundary Line Changes - February 1, 2013
- Prince Edward Island Speech from The Throne - February 25, 2021
- National Summit on the Economics of Policing, Department of Public Safety, Canada, A Civilian Perspective on the Evolution of Policing and Police Governance - January 16-17, 2013
- Canadian Association of Police Governance Website

¹ <https://www.princeedwardisland.ca/en/information/justice-and-public-safety/justice-and-public-safety-mandate-letter>

- Halifax Regional Municipality By-Law P-100 Respecting the Board of Police Commissioners for the Halifax Regional Municipality
- Halifax Board of Police Commissioners Policy Manual
- Canadian Provincial Police Acts
- Royal Canadian Mounted Police Act
- Best Practices – A Framework for Professionalism and Success in Police Board Governance - August 2005
- International Association of Chiefs of Police Best Practices Guide
- US Department of Justice Law Enforcement Best Practices - 2019
- Supporting the 2SLGBTQ+ Community: Equity & Inclusion Toolkit Canadian Association of Chiefs of Police - December 2020

Extensive interviews were offered to a wide variety of stakeholders identified by the Province including representatives from the following areas:

- Key Provincial Government Departments
- Key stakeholders including representatives from the diverse communities of PEI
- Municipal Police Services
- RCMP
- Unions
- Mayors and Chief Administrative Officers
- Educational Institutions
- Stakeholders offering health, family, and youth services.

Stakeholders were contacted several times by email and voicemail and offered the opportunity to participate in an interview or simply provide their views in writing. In total, 74 stakeholders participated. A list of stakeholders contacted, is included in Annex A.

Stakeholders were asked questions tailored to their area of expertise and were provided an opportunity to add their views on any topic they felt relevant to policing on PEI. Discussions focused on what currently works well with policing on PEI, what are the challenges and what recommendations for improvement could be made.

In addition, an Island wide public survey on policing was conducted with 1 651 people responding.

Information from all sources was gathered, analyzed, and distilled into the recommendations.

2017 Police Review

The *Crime Prevention and Policing Service Model Review* finalized in 2017 delivered seventeen recommendations. These recommendations and an overview of their implementation status is depicted in the table below.

Recommendations	Status
1 Policing Model	
The Minister should determine the most appropriate policing model considering the relative benefits and direct an implementation plan.	ONGOING
2 Governance and Oversight	
The Minister should, in liaison with the Police Commissioner, municipalities, and police agencies, direct the development of a governance structure which ensures a cohesive, integrated, effective, and transparent policing service model which facilitates equitable policing for all Islanders.	ONGOING
3 Provincial Acts	
The <i>Municipalities Act</i> , the <i>Charlottetown Area Municipalities Act</i> , and the <i>City of Summerside Act</i> should be amended to remove references to policing.	COMPLETE
The <i>Police Act</i> should be amended to include all references to policing and authorize the Minister to dissolve and establish police departments and police services;	COMPLETE
to establish a governance and/or advisory board;	ONGOING
and to revoke, with just cause, the appointment of any police officer.	COMPLETE
The Minister's Directives, should be codified into the <i>Police Act Regulations</i> .	ONGOING
4 Integrated Island Operations Communication Centre and Police Radio Systems	
The Minister should direct the establishment of an Integrated Island-wide Police Operations Communication Centre, including an integrated Island-wide PICS2 digital police encrypted radio system and used by all police services.	COMPLETE
5 Integrated Police Records Management System	
The Minister should direct all police departments to adopt the provincial police records management system that supports full information exchange through use of common data standards.	COMPLETE
6 Audit of OSCID	
The Minister should direct the Police Commissioner to conduct an IT audit of OSCID (Occurrence and Serious Crime Investigative Database) to determine its effective compatibility with PROS, and compliance with the Minister's Directive.	COMPLETE
7 Security Standards	
The Minister should direct all police departments and the Atlantic Police Academy to adopt comprehensive security standards, policies, procedures, and clearances, equivalent to the federal standards.	COMPLETE

Recommendations	Status
8 UPEI Security Police	
The Minister should require the UPEI Security Police Officer function to become a police department under the <i>Police Act</i> and <i>Regulations</i> reporting to a public police board, or the UPEI to enter into a service agreement with the police of jurisdiction.	ONGOING
9 Statistical Reporting	
The Minister should direct all police services to report as required to Statistics Canada and other federal requirements, and to the Minister and governance authorities, including incident and crime analyses reports, crime trends, and issues of concern.	COMPLETE
10 Strategic Plan	
The Minister should direct all police services to jointly submit to the Minister annual jurisdictional plans for cohesive and integrated Island-wide crime suppression and prevention strategies.	ONGOING
11 Integrated Services	
The Minister should direct all police services to pursue joint forces operations to address regional issues affecting more than one jurisdiction.	ONGOING
12 Criminal Record Checks	
The Minister should direct all police services to conduct criminal record checks only for persons living in the police service's jurisdiction.	COMPLETE
13 Traffic Collision Reporting	
The <i>Highway Traffic Act</i> should be amended to include Internet reporting directly to the Highway Safety Division.	ONGOING
14 Electronic Traffic Tickets	
The Minister should direct the development and implementation of electronic traffic ticketing by police.	COMPLETE
15 Police Crown Court Nexus	
The Public Safety Division and Legal and Court Services Division of the Department of Justice and Public Safety should establish a joint agency task force to develop appropriate policy for witness responsibilities and evidence format.	ONGOING
16 Private Security	
The Minister should establish mandatory training and certification for basic security training and other private security functions.	ONGOING
17 Consulting Islanders	
The Public Safety Division should conduct the <i>Review</i> telephone survey on a regular basis to determine Islanders' policing and crime prevention priorities and compare the results with previous and Statistics Canada General Social Surveys. ²	ONGOING

² https://www.princeedwardisland.ca/sites/default/files/publications/police_review_final_report_2017.pdf

Since 2017 the Province has made considerable progress in that nine of the seventeen recommendations have been completed and progress on others has been made. Recommendations with ONGOING status have been examined in greater detail as part of this study and enhanced clarity has been added. Details are provided in the Observations and Recommendations section of this report. Additional notes with respect to two of the recommendations are provided below:

8 UPEI Security Police

The Minister should require the UPEI Security Police Officer function to become a police department under the *Police Act and Regulations* reporting to a public police board, or the UPEI to enter into a service agreement with the police of jurisdiction.

Upon further examination, research, and consultation with key stakeholders, our project team has revised this recommendation considerably. Details are provided in the Observations and Recommendations section of this report.

12 Criminal Record Checks

The Minister should direct all police services to conduct criminal record checks only for persons living in the police service's jurisdiction.

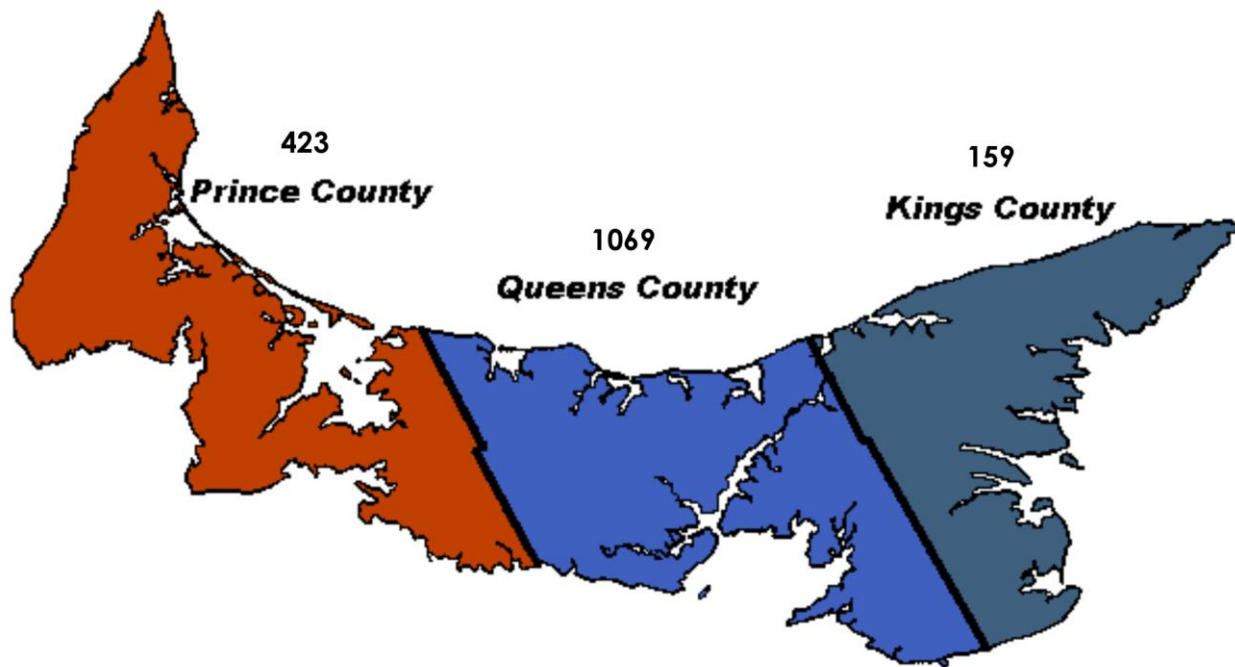
While this recommendation is complete, it should be noted that exceptions have been authorized where it is reasonable to do so.

Public Survey

A public consultation survey was developed and made available to PEI residents. The survey was conducted electronically over a three-week period from March 22nd, 2021 to April 12th, 2021 and was communicated through an official media release and provincial social media channels. A total of **1,651** people responded to the survey. The full results are included in Annex B.

Profile of Participants

The number of survey responses by county is depicted below.



Respondents identified their primary police service as:

- Charlottetown Police Service (33%)
- Summerside Police Service (12%)
- Kensington Police Service (1.8%)
- RCMP (50%)
- Did not know (1.8%)

Most respondents identified as female (56%), followed by male (40%) and non-binary (1%). 4% chose not to disclose their gender.

Summary of Responses

Key points drawn from the survey are:

- 80% agreed that PEI is a safe community during the day. 12% disagreed and 8% were neutral or didn't know.
- 69% agreed that they felt safe in their community at night. 21% disagreed and 10% were neutral or didn't know.
- 52% agreed that Police in PEI are available when needed. 25% disagreed and 23% were neutral or didn't know.
- 40% agreed that Police in PEI do a good job developing relationships with their community. 25% disagreed and 23% were neutral or didn't know.
- 34% agreed that Police in PEI do a good job developing relationships with youth. 30% disagreed and 36% were neutral or didn't know.
- 31% agreed that Police in PEI do a good job developing relationships with seniors. 19% disagreed and 50% were neutral or didn't know.
- 25% agreed that Police in PEI do a good job developing relationships with people from diverse backgrounds. 28% disagreed and 47% were neutral or didn't know.
- 31% felt that they knew who to talk to if they had a problem or complaint with police whereas 52% did not and 17% weren't sure.
- 44% agreed that Police forces in PEI work together to improve Island safety. 29% disagreed and 27% were neutral or didn't know.
- 26% agreed that Police in PEI work with their community to get input about policing and community safety priorities. 40% disagreed and 34% were neutral or didn't know.
- 53% agreed that they have confidence in the Police in PEI. 35% disagreed and 12% were neutral or didn't know.

Public Commentary

All respondents were provided the opportunity to provide feedback through the 'Additional comments' section of the survey. Of those responses, 25.5% had no comment or non-recordable responses (ex. Nil or NA). The 1239 text responses were analyzed and are summarized below:

- 19% of responses were categorized **as negative**.
- 17% of responses were **positive**.
- Child protection, calls concerning mental health, drug offences, speeding and impaired driving were the top police-involved concerns listed.
- The need for specific training and external-agency support for mental health, addictions and concurrent mental disorders were articulated in 101 responses (6.1%).
- The visibility/presence of police in rural communities or comments surrounding police being understaffed was mentioned in 37 distinct comments.
- Concerns related to police involvement with the 2SLGBTQ+ community was mentioned 10 times.
- Diversity needs and racism concerns were articulated in 3.5% of comments.
- Police handling of sexual assaults and sexual crimes against children were mentioned 2.8%.
- When offering solutions of how policing in PEI could be improved, the top three improvements listed were:
 1. Training
 2. Community engagement and collaboration
 3. Reallocation of resources to mental health, community services and/or social programming
- 2.7% of responses felt that PEI should have a Provincial policing model.
- 3.8% of responses made mention of the police budget with negative connotations and/or concerns about police spending.
- A small proportion of commentary requested community consultation and engagement beyond the survey.
- 10% of comments raised concerns about speeding, impaired driving, and other traffic related issues.
- 4% of comments were related to the prevalence of drugs in the community or the province.

Observations and Recommendations

The public survey and extensive interviews conducted during this project indicate that Islanders are being served well by their police services. PEI residents feel safe and recognize the efforts that are being done by their police services to serve and protect the population.

That said, the Province has recognized the changing nature of policing and public expectations of police in Canada. Events in Canada and in other nations have called for an increased focus on police relationships with diverse communities. The tragic shootings in Nova Scotia have shown that police everywhere must be able to respond quickly and effectively to the most violent of situations. In addition, as policing grows more complex, Governments and police services themselves are being called upon to ensure that resources are being used as effectively and efficiently as possible.

Efforts to attain the desired result of “achieving cohesive, integrated and efficient public safety services” that started in 2016 became the subject of renewed focus in 2019 when the Minister of Justice and Public Safety and the Attorney General was issued a Mandate Letter from Premier Dennis King. This letter provided the overarching goal to lead the Province’s efforts to strengthen the criminal and civil justice systems, direct programming, and resources to protect and uphold the safety of Island families and communities, to make substantive progress on the goal of working with communities and policing agencies to ensure appropriate policing services are delivered that focus on an upstream community policing approach centered on community safety and well-being.³

The recommendations that follow will formalize provincial leadership of policing and create a governance model that can harmonize input from Government, police services and Islanders towards the common goal of strengthening Island policing and public safety. The recommendations provided fall into the following broad categories:

- Police Board
- Police Standards
- Strategic Plan
- Police Integration
- Police Model
- Specialty Police Services
- UPEI Police

³ <https://www.princeedwardisland.ca/en/information/justice-and-public-safety/justice-and-public-safety-mandate-letter>

- Diversity
- Communications and Dispatch
- Online Reporting
- Public Relations
- Complaints Against Police
- Ongoing Recommendations From 2017

Police Board

Police boards oversee how policing is provided in their local community. They contribute to their community's safety and well-being by working with local citizens and organizations to ensure their community receives the appropriate policing it needs. Policing is typically overseen by a board where the community chooses one of the following:

- to establish a municipal police force
- to establish a joint police force with other municipalities
- to contract with a service such as the RCMP or a Provincial Police Service to receive policing services⁴

Currently, for provinces in Canada with one or more municipal police services, governance of the police service falls to a civilian body comprised of members of municipal Council, citizens of the municipality appointed by either the province or municipality, or a combination thereof.⁵ While duties of municipal police boards/commissions vary slightly from province to province, most are responsible for:

- determining adequate personnel levels
- budgeting for the needs of the police service
- monitoring the budget
- reviewing the performance of the service
- hiring the Chief of Police
- evaluating the Chief of Police
- labour relations
- discipline

⁴ https://www.mcscs.jus.gov.on.ca/english/police_serv/PolicingServicesBoards/PSB.html

⁵ Canadian Association of Police Governance, <https://capg.ca/who-we-are/>

- policy development
- stakeholder relations
- provide input and priorities in developing annual policing plans

Halifax Regional Municipality Example

An example of a best practice in the formation of a Police Board can be found in the Halifax Regional Municipality (HRM). HRM has a detailed by-law that is cited as the “Police Board By-law”⁶ (By-Law Number P-100) which provides the following:

- Definitions
- Board Membership Details
- Board Chairman Duties and Board Procedures
- Authorities of the Chief of Police
- Appointment of the Chief of Police
- Powers of the Board in accordance with the NS *Police Act*

In addition to the overarching Police Board By-Law, HRM has a detailed “Board of Police Commissioners Policy Manual”⁷ which provides the foundation for fulfilling the Board's mandate to provide civilian governance and oversight of police services provided within the Halifax Regional Municipality. Sections of the Manual include:

- Authority to Create Board Policies
- Board Roles and Responsibilities
- Role of Chair, Vice Chair, Meetings and Procedures Policy
- Communications and Community Outreach Policy
- Stakeholder Engagement
- Community Survey to Measure Trust and Confidence
- Extra Duty and Off Duty Employment
- Board Self Evaluation
- Complaints Against Chief of Police

While most Police Boards are established at the municipal level, PEI is in a unique situation. Due to the Island's small geographic size, the criminal element continually

⁶ <https://www.halifax.ca/sites/default/files/documents/city-hall/legislation-by-laws/By-lawP-100.pdf>

⁷ <https://www.halifax.ca/city-hall/boards-committees-commissions/a-c/board-police-commissioners/board-policy-manual>

overlaps policing jurisdictions.⁸ A cooperative Island approach towards policing is therefore crucial. Island policing is conducted by three municipal police services and the RCMP which are all contained in a relatively small geographical area. This allows considerable opportunity for collaboration and the setting of common goals. The informal cooperation between police services that currently exists would be enhanced with formal governance established under a provincial police board. Most key stakeholders expressed support for such a board with a few provisions:

- Some municipalities wanted assurance that the board would not be a mechanism to download costs to municipalities for services that they (the municipalities) did not feel they required.
- Some municipal police service stakeholders wanted to ensure that a provincial Police Board would not add another layer of reporting on top of what already exists between their municipality and the province.

Recommendation 1. Establish a Prince Edward Island Policing Board.

The Police Board would be an advisory body to the Minister of Justice and Public Safety who would retain the ultimate authority for policy, priorities, and funding.

The Police Board should be chaired by a provincial representative. It should include representation from municipalities, all police services including the RCMP, the Atlantic Police Academy and representatives from the diverse communities on PEI. A committee structure is recommended to allow for focused discussions and recommendations within a small group of informed members. It is recommended that the size of the board be kept manageable by having municipalities agree that a number of individuals could represent all of the municipalities with the provision that any individual municipality would be able to make a submission to the Board with topics of interest or concern.

Permanent committees should be established for issues that require ongoing deliberation while temporary committees or working groups could be established to examine topics that can be implemented and finalized in a shorter timeframe.

The Chairperson and Governance Committee should have the flexibility to add attendees on a temporary basis to the Governance Committee or any other committee to ensure that there is adequate representation, expertise, and consultation on decisions. It would be prudent to allow the Operational Committee the opportunity to review and comment on the potential impact of implementing recommendations from other committees/working groups of the Board before they are examined by the Governance Committee.

⁸ <https://www.rcmp-grc.gc.ca/en/rcmp-prince-edward-island-2018-2019-year-review?fe>

A sample Police Board structure is outlined below.

Position	Membership	Role
Chairperson	Senior Provincial representative	<ul style="list-style-type: none"> • Overall facilitation and direction of Police Board activities
Governance Committee	<ul style="list-style-type: none"> • Chairperson • Municipal representatives • Police Chiefs • Diversity representative 	<ul style="list-style-type: none"> • Review and approval of recommendations to the Board
Operational Committee	<ul style="list-style-type: none"> • Charlottetown Police Chief • Summerside Police Chief • Kensington Police Chief • RCMP Commanding Officer 	<ul style="list-style-type: none"> • Provide operational police input and recommendations to the Governance Committee
Diversity Committee	<ul style="list-style-type: none"> • Representatives from diverse communities such as First Nations, LGBTQ+, other racially diverse groups, etc. • Representatives from applicable agencies such as Child and Family Services, Mental Health Services, etc. 	<ul style="list-style-type: none"> • Provide advice and recommendations to the Governance Committee for further collaborations with diverse communities • Attracting members of diverse communities as police recruits • Ensuring that policing in PEI is conducted in a fair, equitable and inclusive manner across all communities
Training and Standards Committee	<ul style="list-style-type: none"> • Atlantic Police Academy representative • Subject matter experts from municipal police services • Subject matter experts from the RCMP 	<ul style="list-style-type: none"> • Provide advice and recommendations to the Governance Committee • Examine specific topics or areas of concern and make recommendations for policing standards and training • Work collaboratively with police services on “train the trainer” opportunities to develop sustainability and stand-alone capability in core training areas

Police Standards

At a high level, a police service is deemed adequate and effective if the legislative requirements and standards are met. These standards are typically issued by the Minister of Justice and Public Safety who provides advice and direction to police services in response to new legislation or changes in law, or to address emerging police and public safety issues.

The development and refinement of these standards is a dynamic process. The Department of Justice and Public Safety should continually review and modify standards in consultation with police forces, the RCMP and other stakeholders to ensure they accurately reflect the delivery of adequate and effective policing.⁹

Current police standards for the Province are captured in the following pieces of legislation: *Police Act*, *General Regulations*, *Regulations Regarding Training*, and the *Code of Conduct*. In addition, Ministerial Directives provide further direction. The Minister's Directive on Police Training provides specific guidance on training required in the following areas:

- Firearms Re-Certification
- Conductive Energy Weapons Re-Certification
- First Aid and Cardio-Pulmonary Resuscitation
- Domestic Violence Intervention
- Law and Legal Procedure
- Use of Force
 - empty hand control techniques
 - ASP baton
 - pepper spray
 - hand-cuffing techniques
 - de-escalation techniques
- Motor Vehicle Pursuit and Emergency Vehicle Operation

⁹ https://www2.gnb.ca/content/dam/gnb/Departments/ps-sp/pdf/Safety_Protection/PolicingStandards.pdf

Many stakeholders felt that more standards were required to ensure that there was consistency in qualifications across all Island police services. It was felt that Islanders should receive the same level of service regardless of which police serves their community. In addition, it was felt that PEI police standards, where feasible, should align methods and terminology between municipal services and the RCMP to facilitate interoperability in situations where there may be a multi-agency response to a critical incident.

Recommendation 2. Strike a working group, comprised of the Chiefs of Police, under the leadership of Public Safety to review the existing police standards and provide recommendations for updates for Ministerial approval. This group should also consider if the implementation of additional standards is warranted to ensure that necessary qualifications are established and maintained across the full spectrum of police functions and services including specialty investigative areas such as the investigation of sexual offences. Updated and new standards should include standardization of operational and administrative training documentation to ensure it aligns with legislative requirements. This approach will allow for consistency of police standards and provide foundational defence documents for inquiries, inquests, criminal charges, SIRT investigations, and reviews.

Recommendation 3. The training working group/committee should review all facets of existing and new standards to ensure that all Island police services including the RCMP are using interoperable approaches and terminology. This review should include a process for the sharing of lessons learned and best practices amongst all police services to leverage new and evolving training to combat new threats.

Recommendation 4. Once existing standards have been updated and new ones approved by the Minister, all standards should be entered into legislation and the existing Ministerial Directives retired.

Recommendation 5. Once existing standards have been updated and new ones approved by the Minister, an impact analysis should be conducted to determine any additional cost associated with the standardized training and how that cost should be addressed. Police services should be consulted to determine the implementation hours required to ensure an appropriate number of personnel are trained and remain current considering instructor certification, position turnover due to normal lateral movement, promotions, and retirement, etc.

Recommendation 6. The Atlantic Police Academy should be reinforced as the default training facility for all mandatory and other police and security training. A closer and more accessible relationship should be fostered between all police services, the RCMP and the Atlantic Police Academy to include regular meetings and sharing of information to allow the Academy to anticipate future training needs and volume. Where appropriate, consideration should be given to creating some common training modules between Island Enforcement Professions such as Conservation Officers, Correctional Officers, Sheriffs, Public Safety Officers and Police Officers. In some instances, this could include the sharing of instructors and training materials between agencies to further interoperability and operational preparedness.

Some stakeholders felt that there was inconsistency in the preparation and readiness of police witnesses prior to testifying in court.

Recommendation 7. The Public Safety Division and Legal Services Division of the Department of Justice and Public Safety should establish a joint agency task force in conjunction with the Police Board to develop appropriate policy and standards establishing police witness responsibilities and court preparation.

The Crime Prevention and Policing Service Model Review recommended certification for security guards and private investigators. Efforts in implementing this recommendation were delayed due to COVID-19.

Recommendation 8. The Minister should establish mandatory training and certification for basic security training and other private security functions. **NOTE:** Mandatory training ensures that individuals who wish to become a security guard or private investigator are equipped with a basic level of knowledge about the legislation, powers, and limitations applicable to these positions. Programs vary by province but generally involve approximately 40 hours of training. Sample training topics for each are included in Annex C. Consideration should be given to making the Atlantic Police Academy the authorized centre for this training.

Strategic Plan

Individual police services and the RCMP produce strategic plans to guide their policing efforts. There is no overall strategic plan for policing in PEI. Such a plan could guide the formation of policing strategies and initiatives that are a priority for the Province thereby raising policing accountability with both the Province and the public.

Recommendation 9. A Provincial Strategic Plan for Policing should be developed by the Department of Justice and Public Safety and approved by the Minister. This plan should include input from all municipal police services and the RCMP and focus on high level policing goals that require the input and cooperation of the Province and all Island police services. This plan should be renewed at least every three years.

Police Integration

Recognizing that crime does not respect police jurisdictional borders, a police joint forces operation (JFO) is an agreement between police services to work together in pursuit of a common goal. JFOs can be specific to one issue such as drug enforcement, the sharing of intelligence or can encompass several issues at once.

The Prince County JFO was consistently identified as an example of success during stakeholder interviews. It was also noted that attempts at JFOs in other areas had not always enjoyed the same level of success and sometimes resulted in members being withdrawn without notice.

The Prince County JFO is comprised of the RCMP, Summerside Police and Kensington Police. Recent examples of its success include:

- In January 2021, members of the JFO seized eight ounces of crystal methamphetamine, 32 ounces of methamphetamine pills, an ounce of cocaine, 4.5 ounces of cannabis resin and more than \$2,500 in cash.¹⁰
- In April of 2021 members of the JFO conducted a targeted vehicle stop in Borden-Carleton and seized the following:
 - 380 oxycodone pills.
 - 377 diazepam pills.
 - 70 grams of cannabis.
 - 10 grams of cannabis resin.
 - Edged weapons.
 - \$1,300 in cash.¹¹

¹⁰ <https://www.cbc.ca/news/canada/prince-edward-island/pei-crystal-methamphetamine-bust-1.5868739>

- In June of 2021 members of the JFO executed a search warrant in Alberton and seized 16 grams of crystal methamphetamine, 44 methamphetamine pills, 164 hydromorphone pills, \$1075 in cash, pepper spray, and a switchblade.¹²

Recommendation 10. JFOs should be framed by a memorandum of understanding (MOU) that clearly describes the goal of the JFO and the responsibilities of each member and participating agency. As the policies and procedures of the RCMP and Municipal Police Services sometimes differ, the MOU should include an agreement on mutual policies and procedures that will be followed. Finally, the MOU should stipulate a specific minimum timeframe that each participating agency agrees to. Where appropriate, provincial funding should be tied to specific JFO positions so that if one service can't staff them then another can use the funding.

In some cases, a more permanent, integrated unit may be required to address cross jurisdictional issues of strategic importance to the Province. Issues such as drug and traffic enforcement were prominent during interviews of key stakeholders. In the public commentary portion of the public survey, child protection, calls concerning mental health, drug offences, speeding and impaired driving were the top police-involved concerns listed.

Recommendation 11. A framework should be developed by the Board and approved by the Minister to allow for the creation of provincially funded units when appropriate. The framework should allow for a minimum period of operation to allow for the hiring of additional officers to backfill positions from participating services, a designated operational commander from one of the police services and regular reporting to the Province on progress and activities.

Criminal Intelligence Service (CIS) PEI is an example of a unit that exists to integrate police intelligence across the Island. It is currently staffed only by members of the RCMP.

Recommendation 12. CIS PEI staffing should include municipal police positions in addition to the RCMP to strengthen the collaboration and the sharing of intelligence.

¹¹ <https://www.cbc.ca/news/canada/prince-edward-island/pei-crime-drugs-targeted-stop-1.5978425>

¹² <https://www.rcmp-grc.gc.ca/en/news/2021/prince-ifo-seize-crystal-meth-hydromorphone-and-weapons-alberton-search-warrant>

Police Model

The PEI Police Act authorizes the Lieutenant Governor in Council to establish a PEI Provincial Police Service. This role is currently performed by the RCMP through an agreement with the Province. Currently, Charlottetown, Summerside and Kensington have their own municipal police services. Other municipalities are policed by the RCMP either under the provincial contract or under an Extended Service Agreement (ESA) with the RCMP. ESAs are funded by the municipality and provide additional RCMP coverage.

Stakeholders interviewed expressed a variety of opinions about the ideal police model that ranged from support for the current model, a desire to expand the boundaries of the municipal services to creating a provincial police service for the Island. Concerns were expressed about the response time and presence in some rural communities policed by the RCMP as well as concern over significant cost increases following RCMP unionization. Municipalities with their own police services expressed concern about a potential reduction of service to their community should the model change.

The current model defaults to the RCMP for provincial policing matters and the Province lacks the capacity to lead the program at the provincial level. This leaves the RCMP and three municipal police services to cooperate informally to act in the best interest of the Province. While this has worked in the past it is becoming increasingly more complex to sustain as policing evolves and budget pressures increase.

The RCMP itself is subject to various studies to examine sustainability issues regarding the broad roles they fill between their Federal, Provincial and Municipal policing responsibilities. Public Safety Canada and the RCMP have confirmed that there are systemic sustainability challenges impacting the whole of the RCMP including the following:

- The demand for contract officers outstrips the RCMP's capacity to recruit and train.
- Under-resourcing is resulting in officer health and wellness concerns.¹³

A recent report by the House of Commons Standing Committee on Public Safety and National Security included the recommendation that “the government of Canada explore the possibility of ending contract policing within the Royal Canadian Mounted Police and that the Government work with the provinces, territories and municipalities to help those interested, establish their own provincial and territorial police services” (it should be noted that the Conservative MPs on the committee disagreed).¹⁴

¹³ <https://www.publicsafety.gc.ca/cnt/trnsprnc/brfng-mtrls/trmstn-bndrs/20191120/013/index-en.aspx>

¹⁴ <https://www.cbc.ca/news/politics/rcmp-racism-report-committee-1.6068970>

In addition, RCMP unionization is expected to increase wages and therefore cause a corresponding increase in the cost of RCMP service to the provinces and municipalities they serve.¹⁵

Building a provincial leadership capacity for policing would allow the province to examine internal efficiencies and have different service delivery options available should external pressures create the necessity for change. While a large-scale change to the policing model in the short term would require significant effort and negotiation, there are smaller changes that could bring more clarity to policing responsibilities in the Province and allow for true cost comparisons should they be warranted. As well, this could potentially improve service delivery in a cost-efficient manner by leveraging existing municipal services in a regional policing model.

Recommendation 13. Clearly define Federal, Provincial and Municipal policing responsibilities, who authorizes them and who is responsible for paying for them. Clarify the role of the Minister of Justice and Public Safety with respect to each. Ensure that provincial funding is aligned with provincial policing responsibilities.

A key component of formalizing the policing model in PEI is provincial leadership. Municipalities expressed the view that they should not be responsible for “selling” and subsequently delivering services to other municipalities. Many stakeholders also felt that increasing and enforcing police standards would require greater provincial involvement.

Provincial Justice Ministries across Canada are similar in that they seek to support their communities through law enforcement and public safety systems that are safe, effective, and accountable. The PEI Government website states that “The Policing Services section is responsible for administering the *Police Act* and works with policing partners to meet the needs for effective and efficient police services in Prince Edward Island¹⁶”

The *PEI Police Act* clearly states that it is the Minister that is responsible for policing in the Province and for the administration of the Act and its regulations. It further states that the duties of the Minister are to promote the preservation of peace, the prevention of crime and the efficiency, adequacy, and effectiveness of police services.¹⁷

While the Minister is aided in this role by the Police Commissioner who can investigate complaints and conduct audits, the large breadth of responsibility and accountability

¹⁵ <https://www.cbc.ca/news/politics/rcmp-union-salary-bargaining-1.5716946>

¹⁶ <https://www.princeedwardisland.ca/en/information/justice-and-public-safety/policing-services>

¹⁷ https://www.princeedwardisland.ca/sites/default/files/legislation/p-11-1-police_act.pdf

with respect to policing held by the Minister requires other supporting activities not the least of which are research of emerging issues, monitoring and oversight.

Currently the Policing Services component within the Public Safety Division is staffed by one employee in a non-permanent position, which is not adequate to reasonably supervise all the important issues for which the Minister is ultimately responsible and accountable.

Recommendation 14. Establish an interim team or special committee to review and implement all accepted recommendations from this study. The team should report regularly to the Director of Public Safety on progress.

Recommendation 15. Conduct a resource review of the Provincial Policing Services component of the PEI Government to determine the number of staff and the roles required to establish and maintain provincial leadership and oversight of policing in PEI. This review should consider appropriate staffing of the larger initial team required for initial recommendation implementation and a smaller permanent team to maintain provincial leadership and oversight of policing.

Many municipalities in PEI are facing fiscal pressure and are looking for ways to work together to deliver services in a more cost-efficient fashion. While short term efforts have been positive, communities are looking for long term solutions.¹⁸

Many interviewees felt that the delivery of regionalized policing services around heavily populated areas such as Charlottetown and Summerside, could potentially elevate service levels in a cost-efficient manner due to the proximity of 24/7 services provided by the municipal police services in these areas. RCMP members currently serving in these areas could be redeployed to rural areas thereby increasing service and decreasing response time in these regions. It should be noted that small changes to boundaries have taken place in the past such as those authorized by the [Police Protocol on Jurisdictional Boundaries](#) issued on February 1, 2013. In this protocol, jurisdictional boundaries between the Charlottetown Police Service and the RCMP were adjusted to provide a better level of service.¹⁹

¹⁸ <https://www.cbc.ca/news/canada/prince-edward-island/pei-municipalities-more-provincial-support-1.6002640>

¹⁹ https://www.princeedwardisland.ca/sites/default/files/publications/protocol_boundaries.pdf

Municipalities that deliver policing services felt that, if they were to expand their boundaries, they would want to ensure that they captured the true cost of delivering additional services. Municipalities that would receive policing services expressed the need for a clear costing model that they could compare to RCMP costs before any change would be considered.

Recommendation 16. Establish a provincial costing methodology to allow for consistent and accurate costing of the potential delivery of regionalized municipal policing services. Should regional or provincial policing become a consideration, such a costing methodology would allow for an accurate cost comparison of the available options.

Specialty Police Services

One of the advantages that the RCMP bring to PEI policing is the provision of specialty or non-core police services, in particular those that would be expensive to maintain when rarely used. That said, the framework around specialty policing services for the Island is currently informal within the RCMP contract. In some cases, perceived issues around response time and cost have led to municipal services starting similar services.

Recommendation 17. Review the provision of specialty police services as part of the RCMP contract to determine what services are available, where they are provided from and at what cost. Review how many times each service was used during the last three years, and the level of satisfaction with the timeliness and quality of the service.

Recommendation 18. Using the data from the previous recommendation, conduct a cost benefit analysis to determine if high frequency specialty services could be provided by a municipal police service within a provincially led framework while maintaining the required standards.

The Emergency Response Team (ERT) capability provided by the RCMP was flagged as a particular concern by numerous stakeholders. Prior to 2018, Charlottetown and Summerside Police Services had a partnership agreement with RCMP 'L' Division, through a memorandum of understanding, to share positions on an Island based ERT team. This arrangement provided a level of confidence that in the event of a serious incident that a tactical response would be both accessible and timely. In 2018, this agreement was ended and the RCMP now provides ERT response from a team based in New Brunswick. The Province provides a significant amount of funding towards this team to maintain access to it, but the location of the team has raised concerns about the response time to a serious incident in PEI.

The potential gap in response time has caused the Charlottetown Police to create a Priority Tactical Response and Containment Team. While not a full ERT capability, this team provides a containment capability to the Charlottetown area but still leaves a gap for the rest of the Island.

Recommendation 19. Examine the funding allocated to the RCMP ERT team and its use on the Island since 2018 to determine if a pay per use option would be feasible and could reduce costs.

Recommendation 20. Consider the viability of establishing an Island based containment team capability. This capability, if considered viable, should be provincially led with provincial standards established and a designated police operational commander. A suggested implementation of this concept follows:

1. Determine and formalize the role of the team. This role should include a policy statement describing the mandate and capabilities of the team.
2. Determine the methods the team will employ and the associated standards, training and recertification that should be associated with these methods.
3. Align methods and terminology with services (including the RCMP) that may interact with the team to ensure interoperability. Conduct an annual exercise to test response and interoperability. Conduct a post exercise debrief and submit report to the Police Board Operational Committee for review.

UPEI Police

There are differences in campus policing and security models in Canadian Universities.

Every province except Newfoundland, New Brunswick and British Columbia has special constables on at least one university campus, according to a [2020 report](#) commissioned by the Ontario Association of College and University Security Administrators (OACUSA). Under various police acts, special constables may have the powers of a police officer to whatever extent is set out in their appointment.

Security guards are the more common option on campuses and are provincially licensed. Some universities use third-party or private security in a contracted capacity.

UPEI currently maintains a security police service using personnel trained at the Atlantic Police Academy or with equivalent training. They handle some offences and have an informal arrangement with the Charlottetown Police Service to assume responsibility for the investigation or more serious offences. The UPEI Security Police is not on the same radio system as other police services nor on the same records management system. Concerns were expressed that maintaining this service in its current state raises risk and

liability due to lack of communications, lack of interoperability, lack of use of force options and siloed record keeping.

The cost of upgrading the equipment and capabilities of this service to the level of other PEI police services is not seen as a worthwhile expense given that the University is located within the Charlottetown Police jurisdiction who can provide 24/7 service with a very short response time.

Recommendation 21. Remove the policing status and designation of the UPEI Security Police. UPEI, at its discretion, could maintain a security guard service to provide security and safety and defer to Charlottetown for issues that require police response and investigation. *The Police Act* should be amended accordingly to reflect this change.

Diversity

Stakeholders were virtually unanimous in commenting on the rich and growing diversity in PEI communities. Both police and stakeholders representing diverse communities felt that more could be done to improve diversity training given to police and make their ranks more reflective of the communities on PEI. The Atlantic Police Academy currently provides diversity training as part of its basic curriculum and the RCMP does the same. These measures provide training to new graduates but serving officers that graduated before diversity training was offered do not benefit from this training. In addition, Mi'kmaq stakeholders interviewed felt that diversity training that was specific to PEI would be helpful and volunteered to assist in designing and delivering this training.

Recommendation 22. The Diversity Committee of the Police Board should collaborate with Island diverse community representatives to create an Island focused diversity training session for police that builds upon training delivered at the Academy. It should capture important issues identified by the communities and be delivered in a way that is conducive to police schedules.

Recommendation 23. The Diversity Committee of the Police Board, in collaboration with the Training Committee, should create a catch-up diversity course for people that did not receive diversity training at the Atlantic Police Academy.

Recommendation 24. The Diversity Committee of the Police Board, in collaboration with the Training Committee, should create a diversity training standard that includes regular refresher training.

Currently police applicants pay to be trained at the Atlantic Police Academy. Upon graduation they can apply for police positions within Atlantic Canada but there is no guarantee of being hired. The investment of time and money in the training without a guaranteed position at the end was identified by police stakeholders as a barrier for the entry of under-represented communities into policing. In the 2021 Speech from the Throne, the Government signalled its intent to partnering with schools such as the Atlantic Police Academy to fund seats for under-represented groups and visible minorities.²⁰ This would remove a significant barrier to entry; however, a candidate could still graduate and not be accepted into a policing position.

Recommendation 25. In addition to the intent to fund Atlantic Police Academy seats for under-represented groups and visible minorities, the Province should consider a program to allow some of these candidates to be pre-screened for municipal police positions and hired in advance provided they successfully complete their training at the Atlantic Police Academy.

Communications and Dispatch

Charlottetown Police, Summerside Police and the RCMP have their respective dispatch centres, with the RCMP also providing service to the Kensington Police. There is one communication system for the entire province, which means that all individual police services can talk to each other. The supervisors of the different dispatch centres confer regularly about challenges or concerns. There is redundancy built into the dispatch centres that allows another centre to take over calls if a centre is compromised and cannot function. Best practices are shared amongst all dispatch centres in PEI, and there are regular working group meetings with the senior managers.

Recommendation 26. Consideration should be given to building upon the success of the current model through the following measures:

- The three dispatch centres and their respective positions should be maintained as they provide backup for each other in the event of problems at one.
- Conduct an annual exercise to simulate issues at one or more facility requiring the temporary transition of dispatch services to a different centre.
- Create a provincial standard for the hiring and training of dispatch centre employees.

²⁰ https://www.princeedwardisland.ca/sites/default/files/publications/2021_speech_from_the_throne.pdf

Online Reporting

The 2017 Police Review recommended that:

The Highway Traffic Act should be amended to include Internet based reporting directly to the Highway Safety Division. The Province should develop an electronic traffic collision reporting system. ²¹

Progress has been made on this recommendation, but delays have been encountered due to the COVID-19 pandemic. Upon further review, our project team feels that the focus of this recommendation should be expanded beyond traffic reporting.

Most of Canada's major police services utilize an electronic on-line incident reporting system. The system allows the General Public to submit a report from their computer or mobile device without physically going to a police office. The system is intended to report designated offences such as:

- Damage to a vehicle
- Lost property (under \$5000)
- Mischief/Damage to property (under \$5000)
- Theft (under \$5000)
- Theft from vehicle (under \$5000)
- Traffic or driving complaints (not in progress)
- School bus violations

A reference number is issued upon receipt of the electronic complaint and police follow up with the complainant. This system is used extensively in Canada and the United States.

The system utilized by most police services is "Citizens On-Line Reporting System" which is a product of Lexis Nexis Cop Logic, based out of the United States.

This on-line incident reporting system is another manner for a police service to enhance its service to the community. It is easy to use, offers a timely response and is effective and defensible. Online reporting allows citizens to easily report non-emergency crimes without going to a police station. This allows frontline officers to focus more attention on urgent calls. It also reduces physical contact which has shown to be very useful during the COVID-19 pandemic.²² Some police stakeholders felt that online

²¹ https://www.princeedwardisland.ca/sites/default/files/publications/police_review_final_report_2017.pdf

²² <https://www.tbnewswatch.com/local-news/opp-expands-options-for-online-crime-reporting-2420866>

reporting would help address some crime experienced by tourists that was not being reported due to their limited time on the Island.

Recommendation 27. The Province should examine the feasibility of re-adopting an electronic reporting system to allow the public to submit incident reports to PEI police online. This service could allow for data to be imported electronically into the Police Records Management System.

Public Relations

Stakeholders all agreed that public consultation about policing was necessary. Opinions varied on the type and frequency of consultation required. The public survey responses indicated that most respondents felt that the police did a good job developing relationships with the community but there is room for improvement, in particular with respect to youth and people from diverse backgrounds. In addition, 40% of respondents felt that police in PEI did not work with the community to get input about policing and community safety priorities.

Recommendation 28. Conduct a policing survey every three years commencing in 2024. Where feasible, use the same questions so that data can be compared, and satisfaction trends identified. Special surveys could also be conducted when required if there is a change or issues of concern. The survey should include questions or text fields designed to get input on policing and community safety priorities.

Recommendation 29. Prior to the development of the Strategic Plan, consider a special effort to seek public input on policing and community safety priorities via a survey, town halls or other appropriate forums.

Recommendation 30. Consider the appointment of a Seniors Advisor and a Youth Advisor to the Police Board to liaise with their respective communities and advise the board on how to strengthen police relations in these areas.

Complaints Against Police

The Province has an informal agreement with the Nova Scotia Serious Incident Response Team (SIRT) to independently investigate serious incidents which arise from the actions of police. The concept of forming an Atlantic SIRT is currently being discussed.

Recommendation 31. The process for SIRT support should be formalized either through an MOU with Nova Scotia SIRT or through participation in an Atlantic SIRT model.

Although the Office of the Police Commissioner's website seems clear on how to make a complaint against Police, 69% of public survey respondents indicated that they were unaware of who to talk to in the event they had a problem or complaint with police.

Recommendation 32. Consider conducting a brief awareness campaign to remind residents of the role of the Police Commissioner and how to make a complaint against police.

Annex A: Organizations Contacted

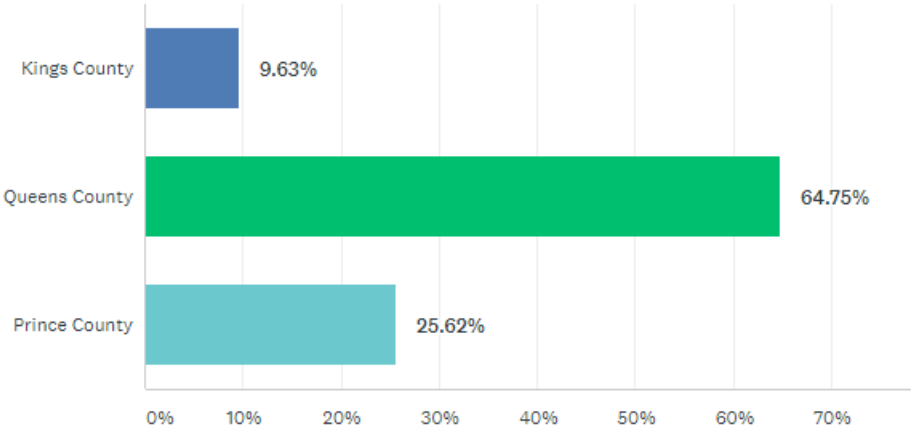
Key Government Departments
Finance
Police Commission
Crown Attorney
Probation Services
Community Mental Health and Addictions
Victim Services
Child Protection
Provincial Correctional Centre
Justice & Public Safety
Acting Deputy Minister
Acting Director
Acting Police Services Manager
Key Stakeholders
First Nations/Mi'kmaq Confederacy
L'nuey
Native Council of PEI
Aboriginal Women's Association
P.E.I Association of Newcomers
Black Cultural Society
Boys and Girls Club, Summerside
PEI Crime Stoppers
Child and Family Services
Health PEI
MCPEI Indigenous Justice Program
Women's Network
Municipal Police Services
Chief of Police, Charlottetown Police Service
Deputy Chief, Charlottetown Police Service
Dispatch Coordinator, Charlottetown Police Service
Sergeant, Summerside Police Service
Chief of Police, Summerside Police Service
Deputy Chief, Summerside Police Service
Dispatch Coordinator, Summerside Police Service
Chief of Police, Kensington Police Service
Federation of PEI Municipalities
PEI Police Association Union

Municipal Police & UPEI Union/CUPE
RCMP Union Rep
RCMP Union Rep (PEI)
Police Unions and Associations
Charlottetown Police Service Union
Municipal Police and UPEI Union Representative - CUPE
Mayor & CAOs (for municipalities with their own police services)
CAO, Charlottetown
CAO, Summerside
CAO, Kensington
Mayor, Summerside
Chair Police Board, Summerside
Mayor, Kensington
Mayor, Charlottetown
Mayor, Tignish
CAO, Tignish
Mayor, O'Leary
CAO, O'Leary
Educational Institutions
President, Holland College
Director, Atlantic Police Academy
Deputy Director, Atlantic Police Academy
UPEI VP Academic
UPEI Security Supervisor
UPEI Security Senior Officer
Three Oaks High School
French Language School Board
College de l'île
Municipal officials with Extended Service Agreements with RCMP
Mayor, Three Rivers
CAO, Three Rivers
Mayor, Souris
CAO, Souris
Mayor, Alberton
CAO, Alberton
Mayor, Borden-Carleton
CAO, Borden-Carleton
CAO, Stratford
Mayor, Stratford
Councillor, Stratford

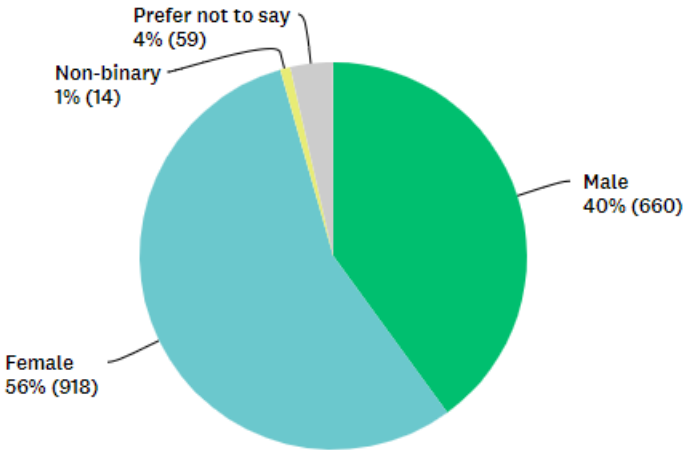
Councillor, Stratford
Mayor, Cornwall
CAO, Cornwall
RCMP
Commanding Officer RCMP
RMS Coordinator, RCMP
Officer in charge of Criminal Intelligence, RCMP
Dispatch Supervisor, RCMP
IMIT Manager
Civilian employee representative
Criminal Ops Officer, RCMP
Prince Detachment RCMP

Annex B: Survey Results

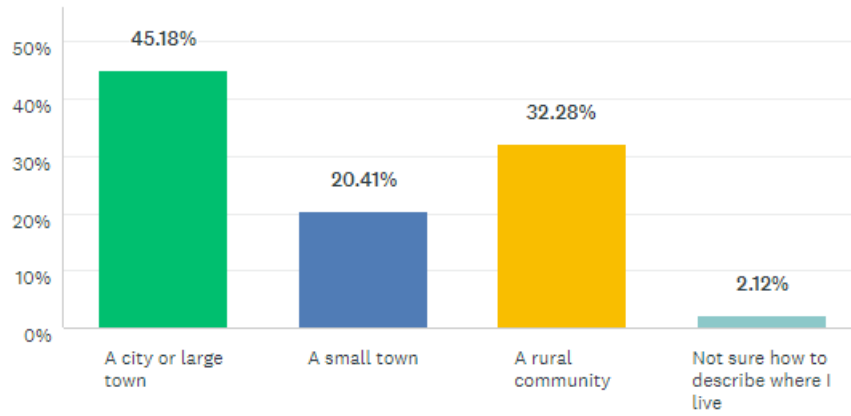
Q1 – I live in which county?



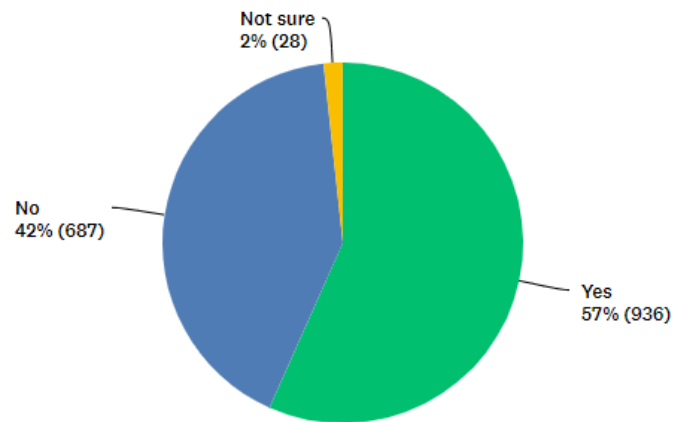
Q2 – My Gender:



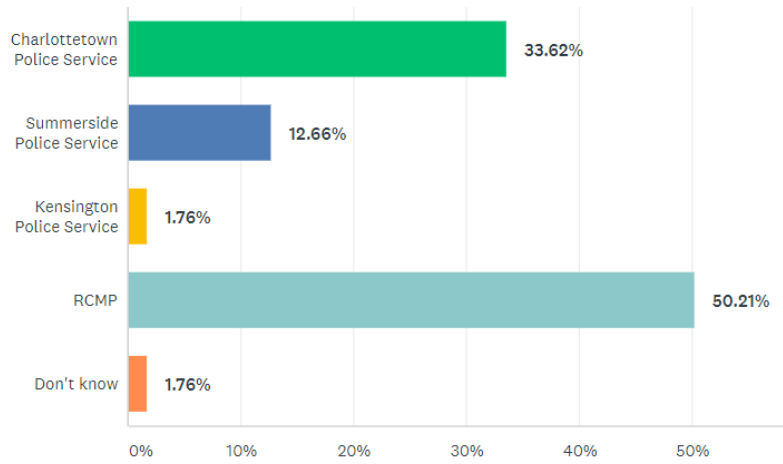
Q3 – My community is best described:



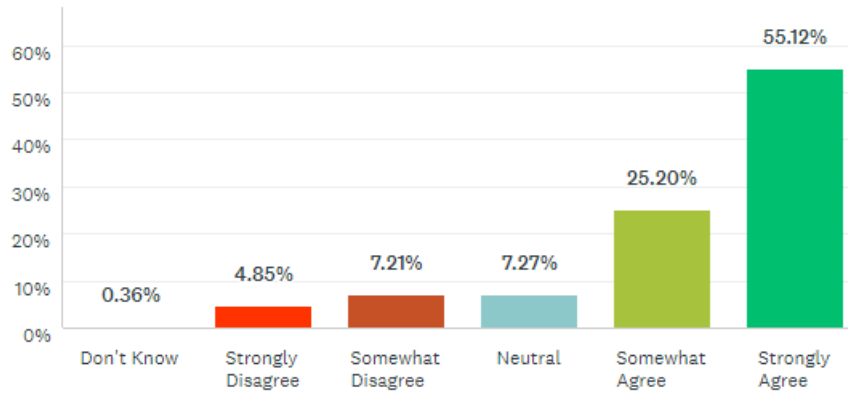
Q4 - In the last 12 months I have had contact with a PEI police force member?



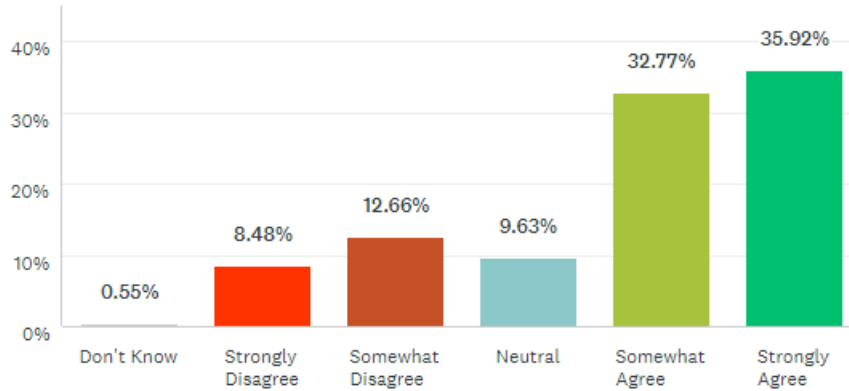
Q5 – My community's primary police service is:



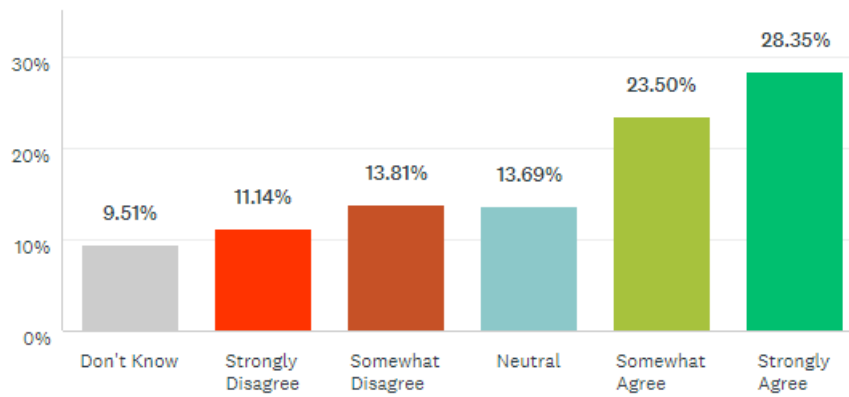
Q6 – In general, I feel safe in my community during the day.



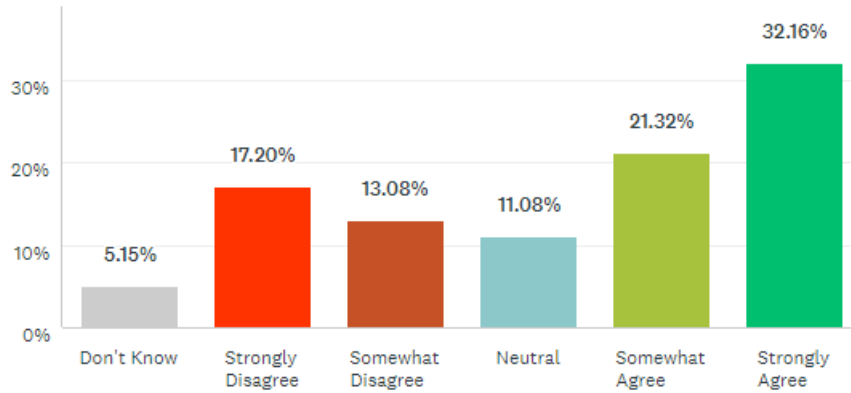
Q7 – In general, I feel safe in my community during the night.



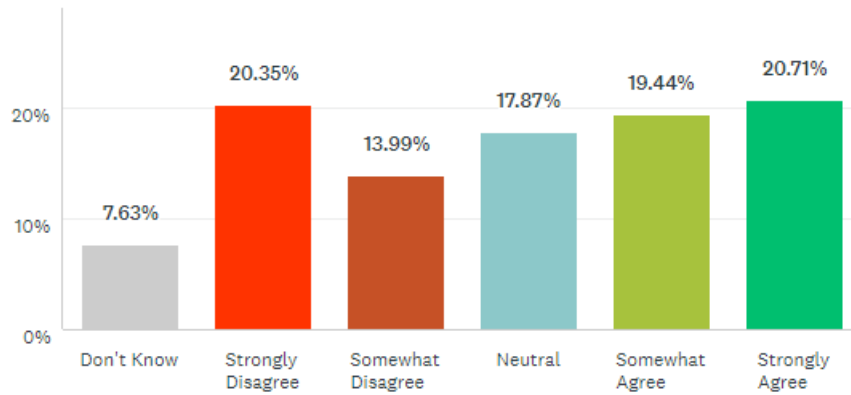
Q8 – Police in PEI are available when I need them.



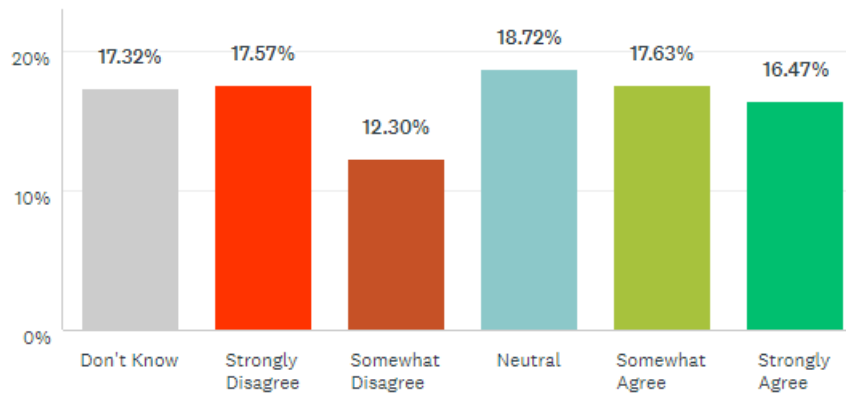
Q9 – Police in PEI are respectful and treat people fairly.



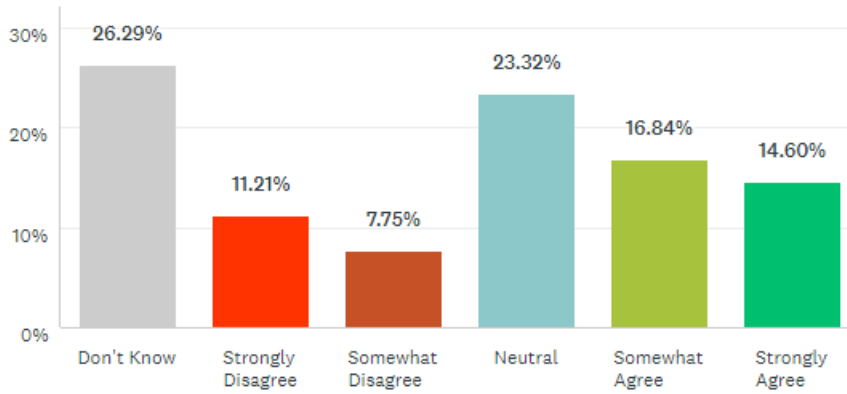
Q10 – Police in PEI do a good job developing relationships with my community.



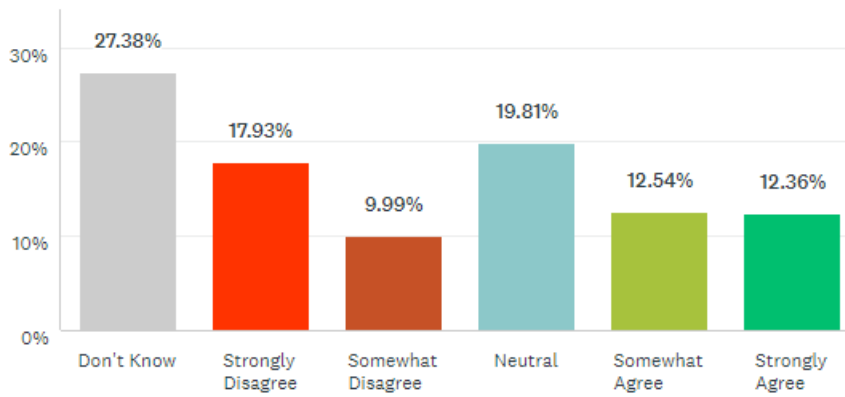
Q11 – Police in PEI do a good job at developing relationships with our youth.



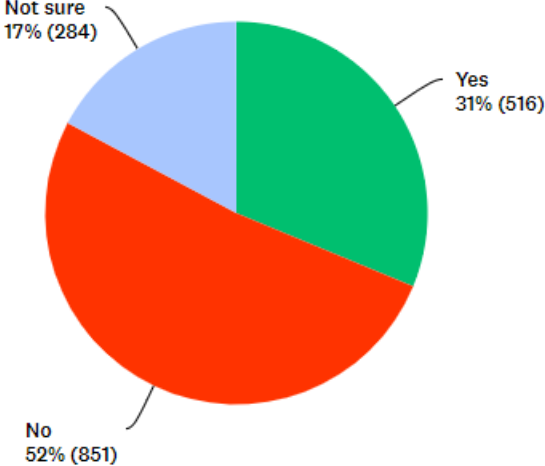
Q12 – Police in PEI do a good job at developing relationships with our seniors.



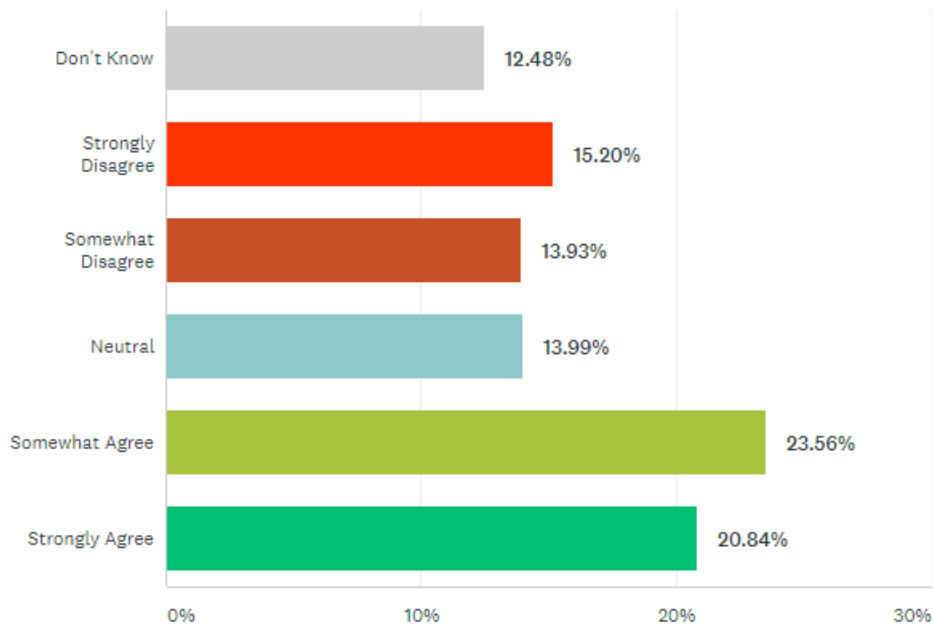
Q13 – Police in PEI do a good job at developing relationships with people from diverse backgrounds.



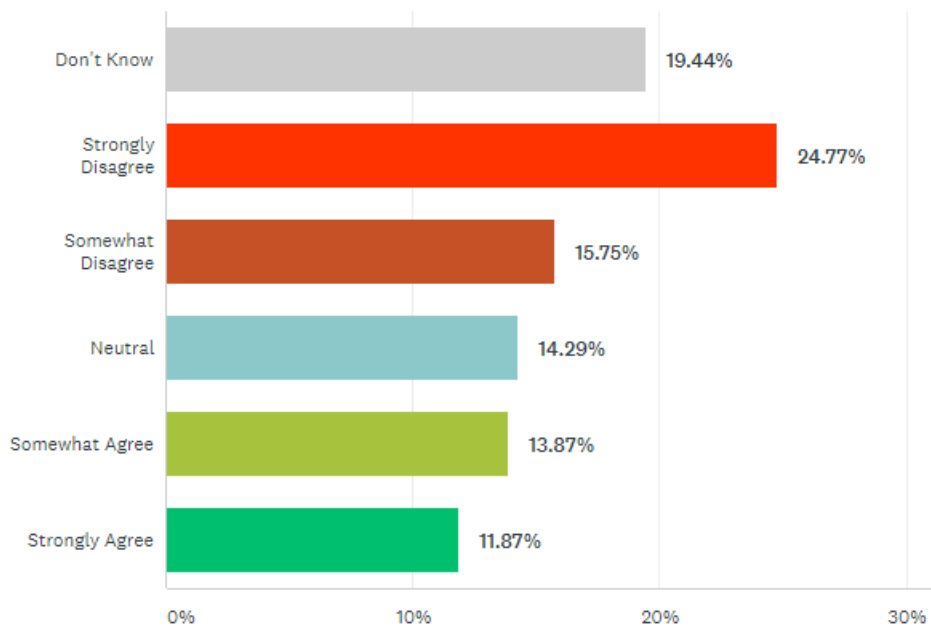
Q14 – If I have a problem or complaint with police, I know who I can talk to.



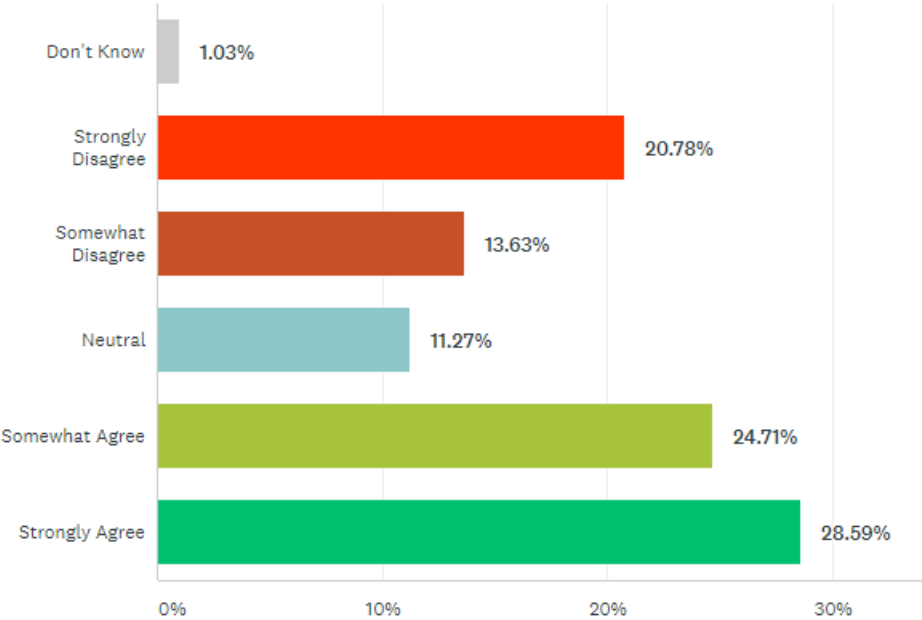
Q15 – Police forces in PEI work together to improve Island safety.



Q16 – Police in PEI work with my community to get input about policing and community safety priorities.



Q17 – I have confidence in the Police in PEI.



Annex C: Sample Training Topics

Security Guard

1. Introduction to the Security Industry
2. The <i>Private Investigators and Security Guards Act</i>
3. Basic Security Procedures
4. Report Writing
5. Health and Safety
6. Emergency Response Preparation
7. Canadian Legal System
8. Legal Authorities
9. Effective Communications
10. Sensitivity Training
11. Use of Force Theory
12. Emergency Level First Aid Certification

Private Investigator

1. Introduction to the Private Investigation Industry
2. The <i>Private Investigators and Security Guards Act</i>
3. Provincial and Federal Statutes
4. Criminal and Civil Law
5. Investigative Techniques
6. Principles of Ethical Reasoning/Decision-making
7. Key Principles of Communications and Interaction
8. Self-management Skills

Annex D: Recommendation Summary

Recommendation 1. Establish a Prince Edward Island Policing Board.

Recommendation 2. Review existing police standards and provide recommendations for updates and new standards for Ministerial approval.

Recommendation 3. Review all facets of existing and new standards to ensure that all Island police services including the RCMP, are using interoperable approaches and terminology.

Recommendation 4. Once existing standards have been updated and new ones approved by the Minister of Justice and Public Safety (the Minister), all standards should be entered into legislation and the existing Ministerial Directives retired.

Recommendation 5. Once existing standards have been updated and new ones approved by the Minister, an impact analysis should be conducted to determine any additional costs associated with the training and how these costs should be addressed.

Recommendation 6. The Atlantic Police Academy should be reinforced as the default training facility for all mandatory and other police and security training.

Recommendation 7. Establish a joint agency task force in conjunction with the Police Board to develop appropriate policy and standards establishing police witness responsibilities and preparation.

Recommendation 8. Establish mandatory training (standards) and certification for basic security training and other private security functions.

Recommendation 9. A Provincial Strategic Plan for Policing should be developed by the Department of Justice and Public Safety and approved by the Minister.

Recommendation 10. Joint Forces Operations (JFOs) should be framed by memorandum of understandings (MOUs) which clearly describe the goals of the JFO and the responsibilities of each member and participating agency.

Recommendation 11. A framework should be developed by the Police Board and approved by the Minister to allow for the creation of provincially funded JFO units when appropriate.

Recommendation 12. Criminal Intelligence Service (CIS) PEI staffing should include municipal police positions in addition to the RCMP to strengthen cooperation and the sharing of intelligence.

Recommendation 13. Clearly define Federal, Provincial and Municipal policing responsibilities, who authorizes them and who is responsible for paying for them.

Recommendation 14. Establish an interim team or special committee to review and implement all accepted recommendations from this study.

Recommendation 15. Conduct a resource review of the Provincial Policing Services component of the PEI Government to determine the number of staff and the roles required to establish and maintain effective provincial leadership and oversight of policing in PEI.

Recommendation 16. Establish a provincial costing methodology to allow for consistent and accurate costing of the potential delivery of regionalized municipal policing services. Should regional or provincial policing become a consideration, such a costing methodology would allow for an accurate cost comparison of the available options.

Recommendation 17. Review the provision of specialty police services as part of the RCMP contract to determine what services are available, where they are provided from and at what cost.

Recommendation 18. Using the data from the previous recommendation, conduct a cost benefit analysis to determine if high frequency specialty services could be provided by a municipal police service within a provincially led framework while maintaining the required standards.

Recommendation 19. Examine the funding allocated to the RCMP Emergency Response Team (ERT) team and its use on the Island since 2018 to determine if a pay per use option would be feasible and could reduce costs.

Recommendation 20. Consider the viability of establishing an Island based containment team capability.

Recommendation 21. Remove the policing status and designation of the UPEI Security Police.

Recommendation 22. Create an Island focused diversity training session for police that builds upon training delivered at the Academy.

Recommendation 23. Create a catch-up diversity course for people that did not receive diversity training at the Atlantic Police Academy.

Recommendation 24. Create a diversity training standard that includes regular refresher training.

Recommendation 25. In addition to the intent to fund Atlantic Police Academy seats for visible minorities and candidates from under-represented groups, consider a program to allow some of these candidates to be pre-screened for municipal police positions and hired in advance provided they successfully complete their training at the Atlantic Police Academy.

Recommendation 26. Consider strengthening the current communications and dispatch model with annual exercises, provincial training and implementing a hiring standard.

Recommendation 27. Consider adopting an electronic reporting system to allow the public to submit incident reports to PEI police online.

Recommendation 28. Conduct a policing survey every three years commencing in 2024.

Recommendation 29. Prior to the development of the Strategic Plan, consider a special effort to seek public input on policing and community safety priorities via a survey, town hall meetings or other appropriate forums.

Recommendation 30. Consider the appointment of a Seniors Advisor and a Youth Advisor to the Police Board to liaise with their respective communities and advise the board on how relations between those communities and the police can be strengthened.

Recommendation 31. The process for Serious Incident Response Team (SIRT) support should be formalized either through an MOU with Nova Scotia SIRT or through participation in an Atlantic SIRT model.

Recommendation 32. Consider conducting a brief awareness campaign to remind residents of the role of the Police Commissioner and how to make a complaint against police.