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Item No. 10

Halifax Regional Council December 9, 2008

TO:

Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:

Dan English, Chief Administrative Officer

DATE: December 8, 2008

 SUBJECT:
 Recruitment Review - Final Report

INFORMATION REPORT

<u>ORIGIN</u>

- November 18, 2008 Information Report to Council, Item 12.2
- The Chief Administrative Officer committed to providing information following the completion of an administrative review of the polygraph and recruitment processes used within HRM.

BACKGROUND

In recent weeks, the use of the pre-employment polygraph by the Halifax Regional Fire Service (HRFE) has been questioned. These questions have essentially centred around the appropriateness of its use; how it was procured; and the fact the service was being provided by off-duty HRP Officers. Additionally, other issues have emerged relative to HRM's recruitment practices. In response, the Chief Administrative Officer undertook a review of the recruitment processes generally, and more specifically, the use of the pre-employment polygraph. This Report is intended to assist members of Council and the public to better understand the recruitment processes used within HRM.

The review encompassed the following:

- A detailed summary of the recruiting process for Halifax Regional Fire & Emergency (HRFE) and Halifax Regional Police (HRP)
- A scan of Canadian municipalities with respect to the use of the pre-employment polygraph
- An analysis of how the pre-employment polygraph service was procured by HRFE relative to Administrative Order 35 (Procurement Policy)
- A review of the pre-employment polygraph service provided to HRFE relative to Administrative Order 41 (Conflict of Interest Policy)

The discussion section of this report addresses each area. As well, a website has been created to provide easy access to detailed information about recruiting processes, and the review that has been undertaken. This detail can be viewed at <u>http://www.halifax.ca/mediaroom/RecruitmentReview.html</u>

It is important to clarify at the outset, that within HRM, only applicants for the positions of career firefighter, police officer and any civilian staff who would potentially have access to police information or systems are required to undergo a pre-employment polygraph.

To place this matter in context, there are a significant number of applicants each year for positions in the fire and police services. Since 2003 there have been 1267 applicants to HRFE (this year alone there has been over 700). Of those applicants, 107 have been offered positions. Since 2003, there have been 872 applicants for positions within HRP, of which 113 have been offered positions.

As part of its recruitment process, HRFE Services has used pre-employment polygraph assessment for approximately 10 years. It represents one of the screening tools used in a comprehensive process aimed at creating a pool of potential candidates. Halifax Regional Police (and/or the former units) use the same tool, and have for approximately 30 years. In fact, HRP could be considered a relatively progressive agency with respect to the utilization of the pre-employment polygraph. Just over three years ago, the federal government made pre-employment polygraph assessment mandatory for recruitment in the RCMP.

The pre-employment polygraph explores employment history; theft and related acts; work-related alcohol use; violations of company policy; recent use of illegal drugs and other criminal behavior. The extent to which the polygraph operator probes is based upon the responses given by the candidate. The information received assists in determining whether the candidates possess the suitability and integrity requirements to fill a position of trust, i.e. Police Officers, those civilian employees in the Police environment having access to police information and fire fighters. The aforementioned are the only areas within HRM recruitment where pre-employment polygraph is utilized.

Administrative review of all aspects of the operations of the Municipality, including recruitment practices of HRFE and HRP, is undertaken on an on-going basis as the Municipality is committed to continuous improvement in administrative and service delivery matters New information, or possible improvements are evaluated and the process is updated regularly as appropriate. Any changes are implemented and communicated to the public in an open and transparent manner.

DISCUSSION

The following is intended to clarify some of the specific areas that were reviewed by the Chief Administrative Officer.

A detailed summary of the recruiting process for Halifax Regional Fire & Emergency and Halifax Regional Police:

Although the recent public focus has been on the pre-employment polygraph, the administration took the opportunity to review the recruiting processes for HRFE and HRP generally to ensure a good understanding of all the aspects of the screening and selection tools that are included in those processes. This provides the necessary context to understand how the pre-employment polygraph fits within the broader framework of recruitment.

As mentioned in the Background, it is important to clarify that within HRM, only applicants for the positions of career firefighter, police officer and any civilian staff who would potentially have access to police information or systems are required to undergo a pre-employment polygraph. All applicants are made aware of this requirement at the outset.

The recruiting process for HRFE and HRP has been reviewed. Summary documents outlining the process for each are attached as Appendix 1 and 2. With respect to non-uniform positions within HRFE, these positions are recruited as per any position within HRM. With respect to civilian positions in HRP, these positions are recruited similar to the HRM hiring process. Where the process differs is the requirement for potential employees to participate in a security screening process that includes the pre-employment polygraph. Civilian applicants are made aware of this requirement through the advertisement of the position and application process.

HRM's administration is committed to ensuring that its recruitment practices are fair and transparent. A summary of HRM's screening and selection tools is attached as Appendix 3.

There will be no immediate change to any recruitment processes or procedures based on this review.

The administration is confident in what is currently in place, and will continue with the current process until such time as there is a compelling reason to alter it. HRM is committed to a high service standard and to ensuring that we are able to recruit and screen the best qualified candidates for positions in our organization.

A scan of Canadian municipalities with respect to the use of the pre-employment polygraph:

A scan of Canadian municipalities was undertaken with respect to the use of pre-employment polygraph for fire and police services. The results of that scan are attached as Appendices 4 and 5. The scan has provided an added understanding of the sophisticated tools available for pre-employment screening and what other jurisdictions are doing to address the pre-employment process.

A rigorous screening process is essential to hiring people of integrity who are suitable for the significant level of responsibility and trust these positions hold. HRM's administration remains committed to ensuring that best practices are being used in recruitment, as in other matters. As with all aspects of HRM's operations, if there is an opportunity to improve our recruitment process or screening methods, changes will be made to ensure that HRM is viewed as a best practice municipality.

An analysis of how the pre-employment polygraph service was procured by HRFE relative to Administrative Order 35 (Procurement Policy):

As there have been questions with respect to the procurement process and how the pre-employment polygraph services were procured by HRFE, significant effort was devoted to understanding what occurred.

In 1998 HRFE procured the services of Integrity Inc., a polygraph company operated by off-duty police officers to provide pre-employment polygraph assessment for prospective fire fighters, the cost of which was recovered from the candidates. The agreement for these services was renewed periodically with successive recruitment processes. Under review was the process used by HRFE to obtain this service in relation to compliance with the procurement policy. The policy itself is appropriate and was not under review.

Administrative Order 35 (procurement policy) was adopted by Regional Council in 2004, based on a policy that was in place since amalgamation. The administrative review has determined that in 1998 the process in which Integrity Inc was engaged by HRFE did not comply with procurement policy at that time. The review has also determined that successive renewal of that engagement did not comply with Administrative Order 35. The reason for the non-compliance was that the contract was sole sourced. While there is a provision in the policy that would allow for sole sourcing, the requisite criteria were not satisfied as there were other sources for the service.

The administration has taken steps to address this non-compliance and to prevent any further occurrences. Any association with the company formerly providing the service has ceased. For the remainder of the fire recruitment process (to be completed March 2009) the pre-employment polygraph assessment will be provided internally by HRP to ensure fairness and consistency within the process. The costs will continue to be bourne by the applicants. Should there be a requirement for service to be provided externally with the next HRFE recruitment process (2010) a public RFP will take place.

In addition, the review has provided HRM management an impetus to increase the available opportunity for staff to recognize and rectify any potential issues of non-compliance with HRM's procurement policy.

A review of the pre-employment polygraph service provided to HRFE as it relates to Administrative Order 41 (Conflict of Interest):

As off-duty HRP officers were engaged in a business providing a service to the HRFE, the administration reviewed the provision of this service within the context of Administrative Order 41 which deals with conflict of interest, and the perception of a conflict of interest. It is important to note that the standard HRM has set for its employees is meant to minimize not only conflicts of interest but also the appearance of conflicts.

HRM Legal Services has advised that in this case there was a perceived conflict of interest in that off-duty HRP officers, through an external business operation, were providing a service to HRFE However, there was no actual conflict of interest in that there was no evidence of any favouritism being shown to the company or these officers in the procurement of this service. The officers involved with the company were given permission by HRP Senior Management to engage in off-duty employment in September 1998.

While the administration reviewed the provision of the service with respect to Administrative Order 41, it is important to note that the Police Act and the HRP Standard Operating Policies and Procedures are made pursuant to Provincial Statutes, accordingly the matter has been referred to the Police Chief. As well, the Police Chief is reviewing the provisions of the Act relative to HRM's Administrative Orders 40 & 41 to ensure they are working at complementary purposes.

Summary

It is the responsibility of the Chief Administrative Officer to examine any issues of concern that arise within HRM's operations. The matter of the recruitment review was taken very seriously and was a priority for the Chief Administrative Office and many other divisions within HRM over the past several weeks. All of the pertinent details related to this issue have now been presented and made available on-line to the public.

The review has now been concluded. The administration, however as per our regular operating procedure continues to monitor and address any issues or concerns with respect to the operations of Halifax Regional Municipality.

As indicated, the administration has committed to the actions summarized below. These will be undertaken as a matter of course within regular operations.

- There will be no immediate change to any processes or procedures currently used within HRM.
- Action has been taken by the administration. Any association with the company formerly providing the service has ceased. For the remainder of the fire recruitment process (March 09) the pre-employment polygraph assessment will be provided internally by HRP.
- Should any further external service provision be required in the next recruitment process (2010) a public RFP will ensue.
- Tools to support staff to better understand the administrative orders and to better recognize non-compliance are being developed.
- With respect to the provision of the service by off duty HRP officers to HRFE for preemployment assessment, the matter has been referred to the Chief of Police.
- The Police Chief is reviewing the provisions of the Act relative to HRM's Admin Orders 40 & 41 to ensure they are working at complimentary purposes.
- As per the practice of HRM's administration, all matters of administration and service delivery are continually reviewed and revised as required.

Frequently asked questions

Over the course of the administrative review, there have been several questions asked. Attached as Appendix 6 are some Frequently Asked Questions and Answers.

Media Technical Briefing

A technical briefing on the contents of this report will be provided for the media on Tuesday December 9, 2008 at 2:00pm in the Media Room, Halifax City Hall.

BUDGET IMPLICATIONS

None.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

APPENDIX

- 1: summary of Halifax Regional Police recruiting process (uniform & non-uniform)
- 2: summary of Halifax Regional Fire and Emergency recruiting process
- 3: summary of HRM screening & selection tools
- 4 & 5: scan of Canadian municipalities with respect to the use of pre-employment polygraph for fire and police services
- 6: frequently asked questions about the HRM Recruitment Review

A copy of this report can be obtained online at <u>http://www.halifax.ca/council/agendasc/cagenda.html</u> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

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CADET/OFFICER RECRUITMENT PROCESS FLOW CHART DEPICTING THE EVENTS OF HALIFAX REGIONAL POLICE

	STAGE	NOTES
RESUME/ APPLICATION	Resume/Cover Letter	Initial application stage. All application standards are issued by NS Department of Justice.
	Birth Certificate	Copy of document (No charge) - Officer candidates must not be less than 19 years of age for participation and/or selection with any police recruit training program or employment. Proof of age is demonstrated by a certificate of birth.
	Driver's License	Copy of document (No charge) - Candidates must hold and prove possession of a valid Nova Scotia driver's license or equivalent driver's licence from another Canadian province, with not less than a Nova Scotia class 5 classification or equivalent. The purpose of this is the applicant must be able to operate a motor vehicle as prescribed by section 64 of the Nova Scotia Motor Vehicle Act with regard to resident and non-resident applicants.
	Motor Vehicle Driver's Abstract	Copy of document. Issued by NS Registry of Motor Vehicles. Must be valid within 3 months of application. Cost is approximately \$15.00. <i>This is verify if the applicant has an acceptable driving record, from any moving violations for a period of not less than I year.</i>
	Education	Grade 12 with academic courses in English and Math. Consideration may be given for GED and work experience. (No charge) <i>This is a standard set by Department of Justice</i> .

Valid Standard First Aid	Copy of document and must be valid (Obtained by outside sources at the candidates expense) <i>Candidates must prove successful completion of Standard First Aid training as recognized by the St. John Ambulance course criteria and standard, or another recognized standard first aid training program equal to or superior than identified. This program provides for the sufficient OH & S requirement at entry level.</i>
Valid CPR - level C	Copy of document and must be valid (Obtained by outside sources at the candidates expense) <i>Candidates must prove successful completion of Standard CPR, Level C/basic rescuer training as recognized by the St. John Ambulance course criteria and standard, or another recognized standard CPR training program equal to or superior than identified. This program provides for the sufficient OH & S requirement at entry level.</i>
Typing Certificates	Copy of document (Obtained from outside source) The purpose of this test is to prove successful completion of a typing or keyboarding course from a recognized training facility, demonstrating a proficiency of keying not less than 25 words per minute, for a minimum of 3 minutes or more, and an error rate not exceeding 5% or greater. Cost ranges from \$0 - \$25.00 depending on where the candidates takes their test) - <i>The purpose of this requirement is basic typing is a minimal standard requirement as policing agencies increasingly rely on automated technologies and are required to provide documents in a concise, articulate and clearly professional manner.</i>
Swimming Certificate for Water Rescue for First Responders or Bronze Medallion	Copy of document (Obtained from outside source). Cost ranges from \$60 - \$200 depending on the candidates skills, place of test and type of test. <i>The purpose of this standard is that officer candidates must provide proof of successful completion and certification in swimming and lifesaving skills equal to, or superior than the Canadian Lifesaving Society. Water Rescue for First Responders Program. Bronze Medallion Lifesaving Award Program are to be considered equivalent as the swimming and lifesaving skill requirement is more stringent by evaluation.</i>

	Letters of Reference	Officer candidates must provide not less than 3 letters of reference dated not greater than 6 months prior to application date. No cost to applicant. <i>The purpose of this standard is to demonstrate past performance in work related commitments, volunteer organizations and other groups or community based activities. The letters of reference should provide information as to the character of that individual as a member of our community.</i>
	Vision Form	Officer candidates must provide proof of a visual eye examination from a recognized medical practitioner or recognized optometrist dated not greater than 3 months prior to application date. There is a cost to the applicant and it depends on where they take the test. Cost ranges from \$35 to \$75. <i>The vision standards are supported by the task/requirement profiles as outlined and described in detail by the publication, Police Health: A Physician's Guide for the Assessment of Police Officers, standards of assessment and standards set by the Royal Canadian Mounted Police.</i>
SELECTION PROCESS BEGINS	OCESS BEGINS	
APTITUDE TESTING, APPLICA FORMS, PRE-EMPLOYMENT POLYGRAPH BOOKLETS AND WAIVERS	APTITUDE TESTING, APPLICATION FORMS, PRE-EMPLOYMENT POLYGRAPH BOOKLETS AND PARE WAIVERS	According to Department of Justice, candidates must undergo successful police officer evaluation consistent with, but not limited to: reasoning, scholastic ability, cognitive ability, situational capacity, verbal ability, perceptual aptitude, mathematics and reading comprehension, grammar, communications, memory, judgement, observation skills and general aptitude. The aptitude used by HRP is issued under the name of Hemmon-Nelson Ability Test and is PASS/FAIL. If successful in the aptitude stage, applicants are given a HRP application form, pre-employment polygraph booklet and PARE (Physical Abilities Requirement Evaluation) waiver. They are mailed a letter advising that they are successful in the Aptitude stage and are scheduled a PARE test date. There is no charge for this stage. <i>HRP has a pre-determined minimum score that applicants have to met.</i>

PARE (PHYSICAL ABILITIES REQUIREMENT EVALUATION)	Descriptions of the PARE evaluation and the physical activities performed by police officers are detailed and supported by national research and as published in "Police Health: A Physician's Guide for the Assessment of Police Officers, standards of assessment - Royal Canadian Mounted Police." This is a PASS/FAIL stage in such that if a candidate meets or is below the 4:45 standard, they will proceed to the next stage. There is no charge for the PARE, however, the candidates physician my charge for signing and completing the PARE Consent form. <i>According to the Department of Justice. officer candidates must provide proof of physical ability by successfully completing a PARE (Physical Abilities Requirement Evaluation) from a recognized and approved testing facility or agency to measure the essential physical capacities of the candidate to perform police work: or, an equivalent or superior physical ability test evaluation that can be supported and approved.</i>
PRE-EMPLOYMENT POLYGRAPH BOOKLET	This stage is new to our process. The purpose of this booklet's inclusion and review is to minimize the process time frame by eliminating the Suitability Interviews (1-2 month process). There is no fee at this stage. <i>The intent of</i> <i>this stage is to review all applicants remaining in the process and to</i> <i>determine who is suitable and not suitable to move to the polygraph stage.</i> <i>Of those candidates that are suitable, their overall scores, pre-employment</i> <i>polygraph booklet and their resume outlining additional assets will be</i> <i>assessed and a pre-determined number of applicants will move to the next</i> <i>stage of the process. The purpose of this significant cut is to expedite the</i> <i>process and to minimize the hours spent with human resources for Board</i> <i>interviews and polygraphs.</i>

POLYGRAPH	Ethic and Integrity Evaluation is a standard recognized by the Department of Justice. This stage is to evaluate the candidate on matters of ethics and integrity which includes, but is not limited to, a Polygraph Pre-employment screening process. This is a standard employment requirement for all employees of Halifax Regional Police. There is no cost associated to this test. <i>The evaluation of ethics and integrity is without a doubt the most important and significant measure sought for analysis within police recruiting selection processes. The greatest challenge confronting policing agencies is the judgement of veracity respecting the disclosures, responses and admissions made by potential recruit candidates and their level of honesty regarding these factors. The predominant fact is that information disclosed by the officer candidate themselves in this evaluation format is consistently reported to provide highly significant information not otherwise identified in police recruiting selection tests or evaluations.</i>
BOARD INTERVIEW	An interview will be conducted with the officer candidate to assess his or her suitability and competencies as a police officer. Interviewed by a Board of three members which are made up of two sworn members and a civilian HR representative. There is no cost associated to this selection process. <i>Interviews provide the foundation for various selection criteria including, but not limited to an opportunity to evaluate the individual as suited to the role of a police office and the tasks associated to the position.</i>
CRIMINAL RECORD/FINANCIAL BACKGROUND CHECK	Officer candidates undergo a financial background investigation/check to ensure the subject's financial history or current status does not include high risk behaviours and a pattern of behaviour resulting from serious financial mis-management. The same is true of the Criminal Records check with includes local and national police computer checks on the police applicant to ensure there is no patterns of criminal activity or associations. There is no cost to these checks ensure police the candidate selected is not a public risk as police officers often have opportunity to take advantage of the public trust (police officers that break & enters have occurred, and places of business and residences that break & enters have occurred, and occasionally have access to restricted areas.).

MEDICAL	Officer candidates must provide proof of a medical examination from a recognized medical practitioner dated not greater than 3 months prior to application. This is a PASS/FAIL stage. Applicants can go to their family doctors or use HRM's physician who is familiar with the bona fide occupational requires for health, vision and hearing to function as a police officer. The cost for this process can vary depending on where the candidate obtains the tests. If they use the HRM physician, the cost is \$160.00 and it is paid directly to the physician performing the test. <i>Occupational task descriptions and police Mealth: A Physician's Guide for the Assessment of Police Officers, standards of assessment - Royal Canadian Mounted Police.</i>
PSYCHOLOGICAL	Candidate have undergone successful police officer evaluation consistent with, but not limited to: a psychological evaluation and screening process to evaluate factors that may put an individual at risk for working as a police officer or carrying a sidearm or other defensive devise while employed as a police officer. The tests conducted are a 16 PF (16 Personality Factor 5th Edition), MMPI-2 (Minnesota Multiphasic Personality Inventory - 2) and Life History Questionnaire. These tests are conducted by a license practitioner and the final reports are forward to Human Resources for review. The cost to the candidate is \$650 and is paid directly by the candidate to the vendor.
OFFER FOR ENTRY INTO POLICE SCIENCE PROGRAM	This is the conclusion of the selection process. The fee for the program is \$10,000. The officer candidate can explore Government financial assistance or contact a financial institution for funding.

FLOW CHART DEPICTING THE EVENTS OF HALIFAX REGIONAL POLICE CIVILIAN RECRUITMENT PROCESS

	STAGE	NOTES
RESUME/ APPLICATION	Resume/Cover Letter	Initial application stage. All application standards are placed on a job posting from the initial job description.
	Other criteria	Some positions require a driver's abstract or other supporting documentation specific to the position they are applying for.
POSITION SPECIFIC COMPET SKILLS ASSESSMENT TESTS	IFIC COMPETENCY/ MENT TESTS	Depending on the individual position, some competency testing or skills assessment may be required. To list a few assessments used for positions are: typing, aptitude, and computer function. There is no cost associated to this selection process. <i>Testing is to determine the competencies or job specific skills required for the position. Tests vary for positions and are relevant to the required skills.</i>
BOARD INTERVIEW	/IEW	An interview will be conducted with the civilian candidate to assess their suitability and competencies for the position. Interviewed by a Board of three members which are made up of position managers and a civilian HR representative. There is no cost associated to this selection process. <i>Interviews provide the foundation for various selection criteria including, but not limited to an opportunity to evaluate the individual as suited to the role of civilian and the tasks associated to the position.</i>
PRE-EMPLOYMENT POLYGR/ BOOKLET	IENT POLYGRAPH	This stage is new to our process. The purpose of this booklet's inclusion and review is to minimize the process time frame. There is no fee at this stage. <i>The intent of this stage is to review the successful applicant's pre-employment polygraph and determine if they are suitable or not suitable to move to the polygraph stage. The purpose of this stage is to expedite the process and to minimize the candidates time and HRP resources.</i>

POLYGRAPH	This stage is to evaluate the candidate on matters of ethics and integrity which includes, but is not limited to, a Polygraph Pre-employment screening process. This is an employment requirement for all employees of Halifax Regional Police. There is no cost associated to this test. <i>The evaluation of</i> <i>ethics and integrity is without a doubt the most important and significant</i> <i>measure sought for analysis within civilian police recruiting selection</i> <i>processes. The greatest challenge confronting policing agencies is the</i> <i>judgement of veracity respecting the disclosures, responses and admissions</i> <i>made by potential civilian candidates and their level of honesty regarding</i> <i>these factors. The predominant fact is that information disclosed by the</i> <i>candidate themselves in this evaluation format is consistently reported to</i> <i>provide highly significant information not otherwise identified in civilian</i> <i>recruiting selection tests or evaluations.</i>
CRIMINAL RECORD/FINANCIAL BACKGROUND CHECK	Candidates undergo a financial background investigation/check to ensure the subject's financial history or current status does not include high risk behaviours and a pattern of behaviour resulting from serious financial mis- nanagement. The same is true of the Criminal Records check with includes local and national police computer checks on the civilian applicant to ensure there is no patterns of criminal activity or associations. There is no cost to these checks. <i>These checks ensure police the candidate selected is not a public risk as a civilian employee often has opportunity to take advantage of the public trust (civilians have access to local police and Canadian information centres via the computer, money, evidence, may be at places of business and residences that a crime has occurred, and occasionally have access to restricted areas.).</i>
PSYCHOLOGICAL (only for Booking Technicians)	Candidate have undergone successful civilian evaluation consistent with, but not limited to: a psychological evaluation and screening process to evaluate factors that may put an individual at risk for working as a Booking Technician and carrying a defensive devise while employed as a Booking Technician. The tests conducted are a 16 PF (16 Personality Factor 5th Edition), MMPI-2 (Minnesota Multiphasic Personality Inventory - 2) and Life History Questionnaire. These tests are conducted by a license practitioner and the final reports are forward to Human Resources for review. There is no costs associated with this test.
OFFER FOR EMPLOYMENT	This is the conclusion of the selection process.



Updated May 2007

The Selection Procedure	To be considered for employment, candidates must successfully complete the following:	 Phase 1 Application Screening Aptitude Testing Integrity Interview Job-related tests such as the CPAT 	(Candidate Physical Abilities Test), blacked out mask and ladder climb tests	 Phase 2 Polygraph Test Board Interview 		 Medical Testing Criminal Record Check Attendance at an accredited Fire School (if required) 	<u>Photo Identification</u> is required during all phases of the selection process		general recruitment is announced. Methods of Payment: Certified Cheque or Money Order
What you will need to apply to	 De a Firett@hter Good life-style choices and decisions Be a non-smoker and maintain non-smoker 	 status High level of physical fitness Technical aptitude Current Nova Scotia Class 5 motor vehicle operator's license or equivalent 	Qualifications	 Proof of Grade 12 or equivalent Proof of age, 18 years or older Legally entitled to work in Canada 	 Personal fit with the organization and position requirements Ability to understand and communicate clearly in English (oral and written) Normal unaided hearing - hearing thresholds no creater than 30 decibels in each ear at 	 500 Hz, 1000 Hz and 2000 Hz and no significant loss in higher frequencies 20/30 corrected vision with color and peripheral vision appropriate for the position 	 Driving abstract demonstrating responsible Driving abstract demonstrating responsible and safe driving behavior A Criminal Records check, with no conviction for a criminal offense for which a pardon has not been granted 	Certifications that must be completed before hire: • Proof of Current Standard First Aid and	CPR-C certificates • Proof of current certification of the NFPA 1001, Firefighter Level I from IFSAC or Pro Board approved agency. (HRIM Volunteers who are Level 1 Trained may qualify. Contact Training Division at 869-4100 for more information.)
Firefighting as a Career	Halifax Regional Fire & Emergency Service (HRFES) is dedicated to the highest degree of professionalism. Employment as a Firefighter is	a challenging and rewarding career, which offers women and men the opportunity to help others while working as a member of a highly skilled professional team. HRFES is dedicated to enhancing and preserving the quality of life,	property and environment, through education, leadership, partnership and effective response to emergencies.		Our members must ensure ethical behavior and accountability are part of their nature. They must also maintain personal values that align with HRFES's values of trust, dedication, integrity, caring and diversity .	Please be aware that Halifax Regional Fire & Emergency Service receives hundreds of applications. Candidates must successfully complete a stringent recruitment process that	may take over 2 years. This brochure provides a general overview of the current qualifications and requirements for firefighters. These guidelines are subject to	change. About Halifax Regional Municipality	Halifax Regional Municipality covers approximately 5,577 square kilometers. HRFES has a total staff complement of 479 career personnel and 800 volunteers, operating out of 60 Fire Stations.

APPENDIX 3 - HRM SCREENING AND SELECTION TOOLS

Selection Tools Used in HRM

The following is a summary of the selection tools that are used in the organization. They vary from position to position:

- 1. Job-related and technical assessments: accounting knowledge test, keyboarding speed, spreadsheet, power point and word processing proficiency, presentations and testing on other software tools
- 2. Job-related assignments: essays, in basket exercises, voice testing
- 3. Pre-employment polygraph
- 4. Pre-screening interviews
- 5. Proof of certifications first aid, CPR, Red Cross instructor levels, confined space entry, WHMIS
- 6. Educational reference checks
- 7. Driver's license and driver's abstract
- 8. Criminal records check
- 9. Child abuse registry
- 10. Medical
- 11. Psychological evaluation
- 12. Vision evaluation
- 13. Swimming certification
- 14. Credit check
- 15. Local indices check encompasses Versadex, ACIIS (RCMP), CPIC, PIRS and PROS (RCMP version of Versadex), NCDB (National Criminal Database, RCMP)
- 16. Physical fitness test
- 17. Cognitive ability test

APPENDIX 3 - HRM SCREENING AND SELECTION TOOLS

18.	Aptitude test
19.	Family reference check - conducted by a police officer for Police recruits
20.	Practical simulation - Transit and Fire
21.	Application/resume
22.	Profile testing (psychometric)
23.	Role-playing
24.	Interview (knowledge, situational, behavioural-based, competency)

In an effort to hire the most qualified candidate and to increase the reliability and validity of the hiring decision, a combination of selection tools are used. Hiring managers, in consultation with Human Resources, prepare a profile of the knowledge, skills, abilities and personal suitability requirements for the position for which they are hiring. The selection process and tools are used to assess the Bona Fide Occupational Requirements of the position.

Canadian Screening: Pre-Employment Polygraph Halifax Regional Police

The following is a summary of the use of polygraphs as a pre-employment screening tool across Canada. Extensive research was conducted to ascertain the prevalence of these examinations within current hiring process screening practices in Canada. For the purposes of this research, at least one police agency from each province was surveyed as was a cross-section of other public agencies and businesses within the private industry.

Each agency/business contacted was asked if they currently use polygraph examinations as part of their pre-employment screening practices. For those which confirmed the use of same, they were then queried on what positions within their organizations required the use of pre-employment polygraph testing. Below you will find the results of the information obtained on same.

Canadian Police Agencies

Based on the research, it is clear that pre-employment polygraph examinations are extensively used by several Canadian police agencies. A synopsis of the findings by province indicate the following:

BRITISH COLUMBIA

Three agencies - VANCOUVER, WEST VANCOUVER and VICTORIA - were contacted. WEST VANCOUVER and VICTORIA require all police officer and civilian applicants to undergo a pre-employment polygraph. VICTORIA only implemented the requirement for mandatory civilian applicant polygraph testing within the last year.

VANCOUVER requires all police officer applicants to undergo this testing prior to an offer of employment. Similarly, those civilians applying for positions as wire tap operators are also required to undergo a preemployment polygraph. While no other civilian position is identified as requiring a pre-employment polygraph, VANCOUVER staff has advised that where deemed necessary by the VPD Security Office, a pre-employment polygraph may be conducted for a civilian position within this agency.

ALBERTA

CALGARY, EDMONTON and MEDICINE HAT POLICE were contacted. Each of these agencies requires all police officer applicants to undergo pre-employment polygraph testing. Those civilian applicants for wire tap room positions are also required to undergo this testing in EDMONTON.

If deemed necessary, some civilian applicants in CALGARY are required to undergo this testing as well. CALGARY did not specify the conditions under which pre-employment polygraph testing would apply in this case.

MEDICINE HAT has the same requirements as HRP and conducts pre-employment testing on all civilian job applicants who have access to police buildings or systems. Such positions would include all civilian jobs with computer access as well as such other positions as cleaning staff, garage staff, commissionaires and those volunteers who have access to computer systems and police facilities.

SASKATOON

REGINA and SASKATOON POLICE were both contacted. REGINA follows the same practice as HRP and MEDICINE HAT and requires all police officer and civilian applicants to undergo pre-employment polygraph testing. Civilian applicant testing is extended to include cleaning staff, commissionaires, garage staff and volunteers as well.

SASKATOON requires all police applicants to undergo pre-employment polygraph testing and only those

civilians applying for positions where it is deemed necessary to have a pre-employment polygraph. SASKATOON did not specify the conditions under which pre-employment polygraph testing would apply in this case.

MANITOBA

WINNIPEG POLICE advised that they do not use pre-employment polygraph examinations as part of their screening process for any positions within their service, either police or civilian. WINNIPEG has advised that the potential usage of pre-employment polygraphs has been discussed over the years by this service. As a result of research and reports submitted on same, no decision has ever been reached to move toward implementation of same.

ONTARIO

No pre-employment polygraph testing is permitted by any private or public employer in Ontario, including municipal and provincial law enforcement agencies. Section 70 of the *Ontario Employment Standards Act* specifically prohibits the use of pre-employment polygraph testing. The only pre-employment polygraphs administered in this province are conducted by the ROYAL CANADIAN MOUNTED POLICE.

QUEBEC

Although no legislation specifically prohibits their usage, no municipal or provincial police agencies utilize pre-employment polygraphs as part of the job application process. The only pre-employment polygraphs administered in this province are conducted by the ROYAL CANADIAN MOUNTED POLICE.

NEW BRUNSWICK

No pre-employment polygraph testing is permitted by any private or public employer in New Brunswick, including municipal law enforcement agencies. Section 44.1 of the New Brunswick *Employment Standards Act* specifically prohibits the use of pre-employment polygraph testing. The only pre-employment polygraphs administered in this province are conducted by the ROYAL CANADIAN MOUNTED POLICE.

It should be noted, however, that although a pre-employment polygraph test is not permitted to be conducted by a municipal police agency in this province, all police officer applicants who attend the Police Science Program at the Atlantic Police Academy are required to undergo a polygraph examination as a pre-requisite to acceptance into this program. Further, SAINT JOHN POLICE has advised it does review the contents of the pre-employment polygraph booklet with all of its job applicants.

NOVA SCOTIA

All municipal police agencies in Nova Scotia who accept police officer applicants who have successfully completed the Police Science Program at the Atlantic Police Academy undergo at least one polygraph as noted above prior to acceptance in this Program.

PRINCE EDWARD ISLAND

All municipal police officer applicants in Prince Edward Island who attend the Atlantic Police Academy are subject to the APA polygraph examination. The municipal police agencies themselves do not require police or civilian applicants to undergo this pre-employment testing as part of their screening and hiring process.

NEWFOUNDLAND AND LABRADOR

The *Royal Newfoundland Constabulary Act* stipulates in Section 13 that police officers hired by the RNC must be of good moral character and habits. The RNC interprets this section to allow them to set the standards to meet these habits. One of those standards includes a pre-employment polygraph examination. In addition, many successful police officer applicants with the RNC are also graduates of the APA program and, therefore, have already successfully completed a polygraph examination. No civilian positions within the RNC currently require a pre-employment polygraph examination.

ROYAL CANADIAN MOUNTED POLICE

Since 2005, the Royal Canadian Mounted Police has required all of its police applicants to successfully complete a pre-employment polygraph prior to acceptance into their police officer training program. Although pre-employment polygraph examinations are currently not required for civilian job applicants with this police agency, the RCMP is considering expansion of its use into this area in the future.

Other Public Sector Agencies and Private Industry

The research conducted which focussed on the use of pre-employment polygraphs in other public sector agencies and in the private industry suggests the vast majority of public agencies and private business do not utilize pre-employment polygraphs as a standard part of their pre-employment screening practices.

The Canadian Security Intelligence Service indicated that they require all job applicants to undergo a pre-employment polygraph examination prior to any offer of employment. CSIS also indicated that they also require all employees hired after 1998 (the year pre-employment polygraph examinations were implemented by CSIS) to undergo a polygraph re-test every five years after the date of hire. Should an existing employee not pass a re-test, the results of same would not establish grounds for dismissal on the merits of the polygraph alone. No other public sector employer contacted, including Transport Canada and the Canadian Border Services Agency, has confirmed the use pre-employment polygraphs as a standard part of their hiring practice.

It is clear from contact with private industry that pre-employment polygraphs are not used as a standard part of hiring practices by this industry. Private employers whose businesses involve security issues of one form or another have advised they utilize alternative methods for screening potential job applicants to ensure they hire employees with the highest levels of honesty, ethics and integrity. In addition to the usual interview and reference checks conducted by these employers, many of those contacted regularly request consent of an applicant to conduct a criminal record and/or credit check before considering an offer of employment. Integrity testing is also conducted by many private businesses to enhance the results of other standard hiring practices. The lack of use of pre-employment polygraphs in this industry was confirmed by a private polygraph operator familiar with its overall usage by Canadian employers.

Canadian Screening: Pre-Employment Polygraph Halifax Regional Fire & Emergency

The following is a summary of the screening tools used in other Canadian jurisdictions as part of their recruitment process. Extensive research was conducted to ascertain the prevalence of these examinations within current hiring process screening practices in Canada.

Eastern Canada

NOVA SCOTIA

Five services - HALIFAX, CAPE BRETON, CHARLOTTETOWN, FREDERICTON and ST.JOHN'S - were contacted. HALIFAX and CAPE BRETON REGIONAL MUNICIPALITY require all applicants to undergo a pre-employment polygraph. HALIFAX charges for this service (\$350).

All agencies interviewed require an **application screen**, **aptitude testing**, **a CPAT/physical fitness testing**, **interview**, **medical evaluation**, and **criminal record check**.

HALIFAX charges \$20 for an application processing fee.

Two agencies charge for the aptitude testing: HALIFAX (\$50) and CAPE BRETON REGIONAL MUNICIPALITY (\$45)

Three agencies charge for the CPAT/physical fitness testing: HALIFAX (\$250), CAPE BRETON REGIONAL MUNICIPALITY (\$100) and FREDERICTON (\$150)

Three agencies require the integrity interview: HALIFAX (\$125) and CAPE BRETON REGIONAL MUNICIPALITY (\$125) and ST. JOHN'S

All but CHARLOTTETOWN require a firefighting certification/level 1+ or equivalents.

Other screening tools that were reviewed:

Screening Tool	Agency Requiring Screening Tool
Non-disabling Personality Traits & Behaviour Assessment	not required
Psychlogical Testing	not required
Paramedic Certification for Firemedic (EMT)	FREDERICTON
Swim Test	not required
General Firefighter Knowledge (written examination process for candidates with firefighting certification or training - preference given to candidates with firefighting experience/training if successful in written examination process)	not required

Truth Verification Methods (in-depth background checks, polygraph testing, voice stress analysis testing, pre-employment drug testing, etc preference given to candidates with previous firefighting experience, paid or voluntary)	not required
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CENTRAL CANADA

MONTREAL, QUEBEC CITY, VAUGHAN, BRAMPTON, ST. CATHARINE'S, OTTAWA and TORONTO were contacted. None of these Fire Service agencies require applicants to undergo a pre-employment polygraph or an integrity interview.

All agencies interviewed require an **application screen**, **aptitude testing** and **CPAT/physical fitness** testing

Three agencies charge an application processing fee: VAUGHAN (\$87.94), BRAMPTON (\$20) and OTTAWA (\$175).

Five agencies charge for the CPAT/physical fitness testing: VAUGHAN (\$190), BRAMPTON (\$170), ST. CATHARINE'S (\$170), OTTAWA (\$375) and TORONTO (\$170)

MONTREAL, QUEBEC CITY, BRAMPTON, and TORONTO require an interview.

All agencies but OTTAWA require a medical evaluation. BRAMPTON, ST. CATHARINE's and TORONTO all charge \$80 for the evaluation.

All agencies but ST. CATHARINE'S require a criminal record check and the applicant is charged between \$25 and \$50.

Four agencies require firefighting certification/level 1+ or equivalents: MONTREAL, QUEBEC CITY, BRAMPTON** and TORONTO**.

Other screening tools that were reviewed:

Screening Tool	Agency Requiring Screening Tool
Non-disabling Personality Traits & Behaviour Assessment	not required
Psychlogical Testing	QUEBEC CITY, BRAMPTON (\$90), ST. CATHARINES (\$90), and TORONTO (\$90).
Paramedic Certification for Firemedic (EMT)	not required
Swim Test	BRAMPTON and TORONTO require testing

General Firefighter Knowledge (written examination process for candidates with firefighting certification or training - preference given to candidates with firefighting experience/training if successful in written examination process)	TORONTO requires testing
Truth Verification Methods (in-depth background checks, polygraph testing, voice stress analysis testing, pre-employment drug testing, etc preference given to candidates with previous firefighting experience, paid or voluntary)	not required

** Preference given but not required

WESTERN CANADA

CALGARY, EDMONTON, VANCOUVER, NANAIMO, WINNIPEG, VICTORIA, WEST VANCOUVER, MEDICINE HAT, REGINA and SASKATOON were contacted. CALGARY and NANAIMO require applicants to undergo a preemployment polygraph. CALGARY charges \$315 for this service.

All agencies require an application screen, CPAT/physical fitness testing (SASKATOON**), medical evaluation and criminal record check.

Five agencies charge for the CPAT/physical fitness testing: CALGARY (\$210), EDMONTON (\$250), NANAIMO (\$220), VICTORIA (\$106) and WEST VANCOUVER (\$200).

Two agencies charge for a medical evaluation: EDMONTON (\$200) and (\$4100)UVER

All agencies charge applicants between \$25 and \$50 for a criminal record check.

Three agencies charge an application processing fee: CALGARY (\$157.50), EDMONTON (\$50) and MEDICINE HAT (\$150)

All agencies (SASKATOON**) but REGINA require aptitude testing.

Three agencies require an integrity interview: CALGARY, VANCOUVER and NANAIMO*.

All agencies but WINNIPEG require an interview.

Eight agencies require firefighting certification/level 1+ or equivalents. VANCOUVER, NANAIMO, WINNIPEG, VICTORIA, WEST VANCOUVER, MEDICINE HAT, REGINA, SASKATOON**.

Other screening tools that were reviewed:

Screening Tool	Agency Requiring Screening Tool
Non-disabling personality traits and behaviour assessment	VANCOUVER

Psychological testing	VANCOUVER and VICTORIA
Paramedic certification for firemedic (EMT)	Edmonton (\$1625), Vancouver, Winnipeg, Regina and Saskatoon**
Swim test	Regina
General firefighter knowledge (written examination process for candidates with firefighting certification or trainingpreference give	REGINA
Truth verification methods (in-depth background checks, polygraph testing, voice stress analysis testing, pre-employment drug testing, etc). Preference given to candidates with previous firefighting experience - paid or voluntary	Ναναιμο

- * Integrity Interview written questionnaire
- ** Possession of certificate in Public Fire Protection from a school accredited by the IFSAC tuition approx. \$15, 000 plus \$3, 000 for supplies.

Appendix 6 - FAQ

FAQ for Information Report to Council

Pre-employment polygraph

1. Q: What is pre-employment polygraph?

A: HRM must ensure the people it hires to protect our community are not putting citizens or their personal information at risk. Pre-employment polygraph probes for criminal behaviour. It is just one tool used to help select the best possible candidate to serve and protect the community.

2. Q: Who has to take the pre-employment polygraph? Why?

A: Within HRM, only prospective firefighters, all Halifax Regional Police employees and any civilian staff who would potentially have access to police information or systems are required to undergo a pre-employment polygraph. These employees are required to take the pre-employment polygraph because HRM must ensure the people it hires to protect our community are not putting citizens or their personal information at risk.

3. Q: Why do they ask embarrassing questions?

A: Pre-employment polygraph questions are generally standardized across Canada and are neither exclusive to nor created by HRM. The questions asked are used to measure a person's honesty and integrity, as well as to gauge their involvement in criminal activity such as drug activity, bullying, domestic assaults, arson, computer crime, and illegal sexual conduct that are offenses contained in the Criminal Code of Canada. The questions also try to uncover a person's involvement with criminal groups such as outlaw motorcycle gangs and street gangs, etc. It is important to note that members of the criminal element have made attempts to access police information through our employees in the past.

4. Q: Will IT employees continue to take the pre-employment polygraph as part of the recruitment process?

A: Select IT employees have access to records and details of HRP investigations. If this information were to be made public, it would bring embarrassment to our community, its citizens, place the lives of citizens and police officers at risk and put HRM at risk of civil litigation. HRP, through its employment processes, attempts to screen in the very best people to serve our community as police officers and civilian employees in support of policing. Anyone serving within police buildings has access to police information in one form or another.

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5. Q: Do By-law and Animal Control officers have to take the pre-employment polygraph? Who pays if they do?

A: By-law and Animal Control officers may have access to buildings that hold police information and/or may have access to programs that work with youth and other vulnerable persons. Some of the positions have been grandfathered, however, new hires may be required to undergo the pre-employment polygraph process. Halifax Regional Police uses in-house resources and there is no cost to the applicant.

6. Q: Will HRM tender all future pre-employment polygraph requested services?

A: Yes, all required pre-employment polygraph services in future will be tendered, if those services are not provided internally.

7. Q: Did the Chief of Police have to take a pre-employment polygraph?

A: Police used a different form of security clearance at the time the Chief of Police was hired. When the polygraph tool replaced and enhanced the process and was adopted by Police as the standard, the Chief's position, being a grandfathered position, was exempt from having to apply the new standard.

8. Is HRM the only organization using pre-employment polygraph?

A: No. There are several other jurisdictions across Canada which use pre-employment polygraph as part of their recruitment process. Of the jurisdictions contacted as part of the review, the following require applicants to take a pre-employment polygraph:

HRP: Vancouver (requires all police officer applicants to undergo this testing prior to an offer of employment), West Vancouver, Victoria, Calgary, Edmonton, Medicine Hat, Regina, Saskatoon, all municipal police agencies in Nova Scotia who accept police officer applicants who have successfully completed the Police Science Program at the Atlantic Police Academy, all municipal police officer applicants in Prince Edward Island who attend the Atlantic Police Academy, Royal Newfoundland Constabulary.

HRFE: Halifax, Cape Breton, Calgary and Nanaimo.

Recruitment

9. Q: When does the current fire recruitment process end - and when would the next one start?

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A: The most current recruitment process started in early fall of 2007. The next recruitment process is scheduled to start in 2010.

10. Q: How many people have been part of the pre-employment polygraph for the last 2-3 recruitments?

A: Since 2003, there have been 872 applicants to positions within HRP and 1, 267 applicants to HRFE. HRP has hired 113 to date. HRFE has hired 107 to date.

11. What is the Beep test? Why was it added to the existing CPAT test? When, why, and how was notice given to firefighter recruits regarding the new Beep test?

A: The Beep test measures a candidate's cardiovascular strength. CPAT measures a candidate's strength, agility and speed. Test were needed to measure both the candidate's ability to "get to where he or she needs to go" (Beep test) as well as the candidate's ability to "get the job done" (CPAT). Candidates were advised to continue checking HRFE's website for notices and changes to the recruitment process. Notice regarding the Beep test was posted on the website in May 2008. The Beep test wasn't conducted until August 2008. The Beep test is of no charge to the candidate.

12. Q: Recently HRFE added candidates to its existing pool. Why did they decide to broaden it?

A: Candidates who passed the aptitude test (scoring 70% or more) were divided into two pools. The first pool was made up of the highest scoring candidates (80% score or higher). The second pool was all remaining successful candidates. This was necessary to move the first pool forward in time to hire firefighters in October 2008, which was necessary to provide required service to our community. A candidate's position, in either pool, was in no way related to any service as a volunteer.

13. Q: Do the volunteer workshops offered to HRM volunteer firefighters put them at an unfair advantage over those who don't have the opportunity to take the workshop?

A: These workshops focus on effective interviewing, not on specific questions asked. Halifax Regional Fire and Emergency volunteers are eligible to participate in all internally provided professional development programs as they are a part of the Halifax Regional Fire and Emergency team. Other resources are available to non-volunteers who want to develop interview skills should they choose to do so.

Procurement

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14. Q: How much money did Integrity Inc bill to HRFE in total?

A: Since 1999, HRFE was billed a total of \$280,000. HRFE provided administrative support by collecting the money, however, the money, which was paid by the applicants, went directly to Integrity Inc.

15. Q: Was there a conflict of interest in hiring internal employees to conduct preemployment polygraph for the Halifax Regional Fire and Emergency?

A: The review found there to be a perceived conflict of interest and the administration is taking the appropriate steps to ensure this does not happen in future. These steps include providing enhanced tools to key employees to ensure that all policies and procedures involved in the recruitment process are clearly understood and any non-compliance is recognized and immediately addressed.

16. Q: Who is responsible for the non-compliance?

A: The review found there to be a perceived conflict of interest regarding off-duty police officers and the administration is taking the appropriate steps to ensure this does not happen in future.

17. Q: Is it true that a non-successful applicant for a firefighting position (either in the present recruitment process or a previous one) was refunded their money?

A: We can confirm that in the 2003-2004 recruitment one applicant was reimbursed their money.

18. Q: Why was this particular non-successful applicant reimbursed?

A: Circumstances were reviewed and Management made the decision to reimburse the applicant based on the specifics of the situation.

19. Q: How many people were successful?

A: The HRFE recruitment process is still ongoing, however, there have been 21 hires to date.

20. Q: What are Administrative Orders 40 & 41?

A: Administrative Order 40 is the policy for illegal and irregular conduct. Administrative Order 41 is the policy for the ethical code of conduct. These policies were created based on the principle that HRM is committed to safeguarding public assets from loss and inappropriate use and prepared to fully investigate or examine all allegations of illegal

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and/or irregular conduct.