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Chapter 1: Introduction and Executive Summary

1.1 Study Introduction

As a result of several serious criminal incidents in the summer of 2017, a petition was presented to Town of Niverville Council requesting a study into a variety of options for police services to the community. Council agreed and found merit in the request and retained the services of Rick Hiebert Consulting to conduct the review.

The town's rapid growth and the realization that the next Census will take the community's population over the next benchmark for policing costs only adds to the necessity for such a study. As such, there is an interest in ensuring an efficient and cost effective policing model going forward that will satisfy the needs of the community.

1.2 Scope and Focus of the Study

The directive to this study was that the focus is on the future viability of the town, bearing in mind the regional growth and to determine what type of police services are required to help maintain and improve a healthy, vibrant community.

More specifically, analyses was requested on the following:

- a) Review and identification of policing requirements for Niverville's current population.
- b) Comparative analyses of today's policing requirements versus potential needs in ten years based on estimated population growth.
- c) Analyze the different policing options/structures together with their respective operational and capital costs.

- d) Objectively analyze strengths and weaknesses of all policing options.
- e) Provide recommendations where appropriate.

1.3 Policing History

It's no secret that policing has changed dramatically over the last 30 years. There has been lots of attention paid to the rising costs of policing and many articles written on the economics of policing in the last decade. It's reported that even though Canadian crime is on the decrease, costs still increase. The results of new laws, court decisions, inquiries, etc. have taken their toll and police spend more time with complicated investigations and court preparation than ever before. A study in BC over a 30 year period found that Break and Enter – 58% more time in 2003 than in 1983; Impaired – 250% more time; Domestic Violence – 964% more time. The expectations for social work, non-crime calls for service, cybercrime, etc. all take additional time away from time spent working proactively.

Reviews are often the result of some form of crisis and a call for change. A viewer's vision may be clouded by specific problems and therefore it's important to keep the analysis, recommendations, and conclusions principal based and not situational based.

Sir Robert Peel is credited with forming the first professional police organization in London England in 1829 and instituted the principles that law enforcement still ascribes to today. These principles remind us that policing is a community responsibility, with police officers simply being the citizens who are called upon to give full time attention to the enforcement of laws and community safety. They remind us that police officers derive their powers from the people; policing by consent, and that police gain legitimacy from public approval of the manner in which they carry out their duties and that police are accountable to the public they serve.

Niverville Police Study

For the last many decades, the Town of Niverville has been policed by the Royal Canadian Mounted Police, out of the nearby village of St-Pierre-Jolys. At times the Town of Niverville has hosted and funded a satellite office in its community which provided increased exposure and services to residents and was met with positive results. It's presently not in existence due largely to a bi-lingual requirement by the RCMP, however this is being reviewed. In 2017 the town added a Bylaw Enforcement Officer to its employ which has been met with a positive response.

1.4 Methodology

The first steps taken to best understand the needs and expectations of the community was to meet with a number of its citizens in a variety of areas including council, town manager, education, business, and residents.

This was followed by a study of a variety of other existing policing models in other small communities.

From there meetings were had with the RCMP and Manitoba Justice to further assist in identifying options.

Then, personal experience and knowledge was used to put together costs involved in the different options presented.

Recommendations were arrived at by looking at the community's needs, current environment for policing and community safety, geography, and what would be in the best interest of the community going into the future.

Chapter 2: Research (Niverville)

2.1 Town Mayor, Council, and Town Manager

Meetings were held with the town manager and representation from mayor and council both prior to and immediately following study commencement.

In each case, it was clear there was a sincere eagerness to gain a better understanding of the policing world. This study may well have been initiated by the citizens but the town's leadership was very much in tune with this appetite for guidance and desire to serve their citizens. Clearly this leadership team has done an outstanding job and is a trusted entity for Niverville as the recent municipal election saw everyone return by acclamation.

The dynamics that make up law enforcement can be confusing to say the least; after all, everybody knows someone that knows someone that's heard someone say...and so propagate the many tales of law enforcement. The intent of this study is to help clarify some of those myths and provide educated options for future direction.

Every municipal council is tasked with prudent spending of tax dollars and that is no different here. Very clearly an environment exists within this community for an increase in protective services but at what cost?

2.2 Niverville Crime Prevention Patrol (CPP)

In a meeting with past organizer Jim Mahoney, it was learned that the program began in 2014 with 35 people signing up, however only 4 obtained the required criminal record check. The town provided a vehicle for the patrols which were conducted primarily at night. The program eventually folded due to a lack of interest and participation.

Due to recent crimes (fall 2018) interest has once again mounted but not formulated into another active program (as of this writing).

2.3 Niverville Schools

A meeting was held with administration from both Niverville schools (Elementary and Collegiate). Concerns heard related to an increase in the presence of drugs and the fact that lower level criminal activity is not dealt with. It's common knowledge that apprehending individuals early while engaged in their negative activity results in a good chance they will not re-offend. Also, proactive police presence is extremely rare. At the beginning of most school years, an officer would drop by to introduce himself as the new school liaison officer but most times he was not seen again.

2.4 The Citizens (business and residents)

Numerous citizens were interviewed and due to some requesting anonymity, individual names and businesses will not be listed. It should also be noted that a number of police officers, both RCMP and Winnipeg Police Service, call Niverville their home and reside in town limits.

Almost immediately and for the most part, it became evident that citizens fell into one of two categories.

Category 1 – if the individual interviewed was a neighbor to a police officer or knew one personally, they felt safe and that visibility was adequate. This is not surprising. It's a well-known fact that neighborhoods with police families are often safer due in part to the higher level of visibility.

Category 2 – The others interviewed felt that police visibility was virtually none existent and more could be done to create an overall feeling of safety. Very little was experienced in relation to proactive work.

Summary of comments heard:

- Non-emergency response times are slow; sometimes nonexistent.
- Reactive police investigations were generally good.
- Traffic dangerous at times.
- Very little communication between schools and police.
- Police presence at town festivals is good.
- Residents could do more to protect themselves.
- Social media heightens issues of concern, sometimes beyond reality.
- Not enough heard about crimes solved or criminals arrested. No one seems to know if certain crimes which received much local talk were ever solved. Such communication by the RCMP would go a long way towards a feeling of safety.
- There was a comment about whether a dedicated municipal police service would ticket the community excessively in order to cover the budget. This is NOT true. Revenue received from tickets should never be used to offset the cost of policing. Great care must be taken to ensure fair treatment with proper discretion. I would estimate an annual revenue from tickets in the area of only \$20,000. From my personal experience while working in Winkler, we generated approximately \$75,000+ annually in revenue from tickets issued. Not once in all my years there did I hear a complaint about too many tickets written; in fact it was quite the opposite where citizens repeatedly requested higher levels of enforcement.

Chapter 3: Manitoba Police Services Act and MB Justice

3.1 Manitoba Police Services Act

The Manitoba Police Services Act (PSA) states that a municipality with a population over 5,000 must ensure that policing services are provided in one of the following four manners;

1. Establishing its own police service.
2. Entering into an agreement with the Government of Canada to have the Royal Canadian Mounted Police provide policing services.
3. Entering into an agreement with one or more municipalities to jointly operate a regional police service.
4. Entering into an agreement with another municipality to have that other municipality's police service provide policing services.

3.2 Primary and Secondary Agencies

In the municipalities of Springfield, Cornwallis, and Victoria Beach, the RCMP and a municipal police service co-exist, conducting law enforcement side by side within the same jurisdiction. This option is not mentioned in the PSA and Manitoba Department of Justice advises that these arrangements were "grand-fathered" in and will not be approved again in other locations, leaving only the four options listed above.

These relationships were unofficially named Primary (RCMP) and Secondary (municipal police service), with the Primary looking after all the more serious enforcement of the Criminal Code.

3.3 Provincial Funding

The Province of Manitoba provides an urban policing grant of just over \$112/per capita to help offset policing costs for municipalities that must pay for this protection. In the case of Niverville, this provincial grant amounts to approximately \$518,000 of which \$200,000 is sent back to MB Justice as per the current policing contract for a community its size under a population of 5,000.

This same per capita policing grant will continue after Niverville's population exceeds 5,000 however policing costs will increase significantly. The Manitoba government negotiates a policing contract with the RCMP on behalf of communities under 5,000 that opt for RCMP protection but when that population threshold is exceeded, the community/municipality must look after its own options. If continued protection with the RCMP is sought, the municipality itself must negotiate a new contract, but this time with the federal government.

Chapter 4: Research into existing Manitoba municipal police services

4.1 Introduction

A study was done on other small municipal police agencies in Manitoba to compare and provide information that would be useful in an analyses of Niverville's policing needs, both current and into the future. Some of these were Secondary police services which are no longer an option but still provide valuable insight as to structure, coverage, and costs.

4.2 Altona Police Service

The Town of Altona has a population of 4,212 and has always had its own municipal police service.

With a current staff of eight police officers and an annual operating budget of \$926,000 (\$219 per person) they provide a minimum of two officer, on-duty coverage for 20 hours a day. On-call off duty officers respond during the remaining hours. They have one civilian support staff and three patrol cars.

The Altona PS also has a contract with the Village of Plum Coulee (12 miles away) to provide full policing services to their community at a cost of \$126,300 annually.

The Chief of Police reports and answers to a five member Police Board. All police boards in the province are made up of one civilian appointed by the Province and the remaining numbers split between civilian(s) appointed by local council and persons representing local council (usually council members themselves).

4.3 Ste Anne Police Service

The Town of Ste Anne has a population of 2,114 and is policed by a fully functional police service.

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With a current staff of five full time police officers, one part time, and a compliment of up to 25 volunteer auxiliary persons they provide on-duty coverage for 20 hours each day. Approximately half of these shifts are done with two police officers while the other half with only one police officer but who is usually accompanied by a volunteer auxiliary individual. On-call off duty officers respond during the remaining hours. They operate with an annual budget of \$567,000 (\$268 per person) and have one civilian support staff.

The volunteer auxiliary persons are trained in-house and have become a valuable tool and service to the police service and community. They are not officers to any degree but assist with foot patrol, school visits, ride-a-long to police officers working solo, etc. This unit is fitted with unique uniforms and are funded entirely by community fund raising, placing no burden on the police operational budget. This pool of volunteers provides for a great source of applicants when looking to fill vacant police officer positions.

The police service operates three police cruisers. Overnight prisoners are taken to the nearby Steinbach RCMP holding facility where the Ste Anne PS must pay for the guard.

The Chief of Police reports and answers to a Police Board made up of 3 persons.

4.4 Rivers Police Service

Rivers is an unincorporated urban community in the Riverdale Municipality with a combined population of 2,100 which is policed entirely by the Rivers Police Service.

An annual operating budget of \$430,000 (\$204 per person) allows for four full time police officers, three part time, and seven volunteer auxiliaries with no civilian support staff.

These police officers provide 17 hours of on-duty coverage Monday to Friday and 10 hours on weekends. Remaining hours are covered by on-call, off duty officers. The shift schedule allows for a great deal of flexibility and has a mix of solo and double officer shifts.

Auxiliaries ride along whenever possible during solo officer shifts, providing a level of safety. They operate with two patrol vehicles.

The Chief of Police reports and answers to a Police Board made up of 3 persons.

4.5 Springfield Police Service

The Springfield PS is authorized by the Province to conduct law enforcement within the RM of Springfield (which includes the community of Oakbank), together with the RCMP. Here is the case in which the RCMP are the primary police authority and the Springfield PS is the “secondary” police service authorized to enforce traffic laws, bylaws, and other non-criminal offences.

As a result of this police service not being the primary protection agency, the Springfield PS only provides law enforcement services while they are actively on duty. No on-call after-hour service is provided as those calls go to the RCMP.

The Springfield PS has 4 full time police officers and an annual operating budget of \$389,000. They work one 10 hour shift each day with two police officers. The hours of those shifts vary depending on the day of the week. They have one civilian support staff and three police cruisers. The Chief answers to a three person Police Board.

4.6 Summary of Findings

Taking the individual total budgets and dividing by the number of sworn officers (includes all ranks) provides a fairly consistent number to use for estimating overall operating budgets in smaller police services. The range found was from \$97,250 up to \$115,750 per officer. This number takes into account and includes things like salaries, overtime, training, uniforms, equipment, vehicle expenses, percentage of building maintenance, reserves, etc.

Police salaries were also fairly consistent with Police Chiefs receiving an average of \$88,000. First Class police constables averaged \$68,000.

Statistics were extremely difficult to compare as agencies have different ways of recording and reporting them and don't all use the same records management software.

Niverville Police Study

Number of police officers compared to population (known as "Pop to Cop" ratios) statistics in Canada have been known to float around the one officer for every 540 people in the average community. These numbers can fluctuate depending on the individual community's crime stats/needs/etc.

Rivers together with the rural municipality is at 1-550; Ste Anne 1-423; Altona 1-526. A larger center such as Winkler by comparison is at 1-662 with 19 municipal police officers for its population of 12,591.

These calculations are difficult with small agencies/communities as it takes a certain number of police officers to provide minimum coverage.

Chapter 5: Identification of Policing Needs

5.1 Current Policing Service

Currently the RCMP look after 100% of Niverville's protection service and do so out of St-Pierre-Jolys, some 12 miles away. The majority of policing is reactive in nature as they serve a large region and cannot focus on one small part of that region alone. Reactive policing requires training, resources, and experience. The RCMP have all those requirements and in fact, excel at this as they have unlimited resources and lots of specialty training and experience. When major incidents occur, they have the ability to call upon additional resources from other detachments or headquarters as needed.

Reaction time was a concern heard repeatedly from citizen's as was visibility with regular patrols. Policing appears to be mostly response driven.

5.2 Areas of Current Concern

The primary area of concern is the lack of regular proactive work by law enforcement. This would be best served by personnel dedicated to one community only. Ask ten people what community policing is, and you might well get ten different answers. Regardless of how it's viewed, it centers on proactive work.

Niverville has two schools with a third under construction. This is an area of proactive work that cannot be over emphasized and is currently virtually non-existent. Children are the future and most precious to everyone. Protecting them and educating them to assist with making good decisions now and in their future is most paramount. Having regular police presence in and around schools on a very regular basis would be a tremendous benefit and can't be over stated. Specific areas would include;

- Daily visit – ½ hour in one class room each day. There are many class rooms in the combined schools and neither students nor teachers would get tired of too many

visits. It can be as simple as reading a story to the younger students or providing education on the effects of a criminal record or drugs, etc to the older students.

- Interaction in hallways or outside has numerous benefits. Children get to know individual officers and see them as normal humans and not ones to be feared. Students learn to trust them, can have great conversation, and perhaps feel comfortable sharing personal problems. What this also does is help drive the negative activity out of and off school grounds. When children using drugs or wanting to share/sell drugs see others interacting with police, they become paranoid and wonder how much police are learning about their activity. It cleans up the schools.
- Concern was also heard about road safety near schools and having police officers regularly drop by to assist crossing guards (school patrols) before school, noon, and after school would have a tremendous positive impact with parents, teachers, and students.
- Building these relationships also helps solve crime as these kids are often the first to hear about what happens in and around town as it relates to locals.
- Ironically, these police officers benefit equally in that they become very much appreciated, especially by parents.

Other regular proactive work can also be done with seniors, educating them on the latest scams and how to protect themselves from becoming victims in many different ways. Sessions held in conjunction with the Chamber of Commerce for commercial, retail, etc, and educating them on ways to protect themselves are good examples of proactive policing. Shoplifting and especially fraud thru cybercrime can seriously cripple a business when not vigilant and knowledgeable on the latest tactics.

Although even full time night patrol cannot ensure protection against all break and enters, it can go a long ways towards deterring and preventing such crimes. Crime needs three things in order to occur; opportunity, motive, and means. If you can help reduce the

opportunity thru education and regular patrols, you've gone a long way towards a safer community.

5.3 Future Policing Needs

It's well known that Niverville grew in population by over 30% since the previous census in 2011. Although it's hard to imagine that the community could sustain that level of growth, projections received from the town indicate an expected population of well over 7,000 by 2025.

As a community grows, so does its attractiveness to the criminal element. Nearby criminal gangs see it as more opportunity to sell their illegal drugs, etc. With Niverville's close proximity to the larger urban center of Winnipeg, it becomes more and more attractive for a "hit and run" style of crime. Although the crime statistics for Niverville now are not alarming, they will most definitely grow as does the community.

One also must ask whether the crime statistics reported accurately reflect what is happening. Town council advised that crime statistics appeared to be higher during the time they hosted a satellite police office in Niverville. Was this as a result of it being more convenient to report crimes?

When comparing crime stats between Altona (4212 pop) and Niverville (4610), two communities of very similar size we see crimes against persons in Altona twice that of Niverville. Is that because the citizens there know their police officers and it's easier to report those crimes with the police service right in the community? Charges of possession and trafficking of drugs were 6 in Niverville but 25 in Altona. Is that because there's a bigger drug problem in Altona or is it because Altona has its own police service of eight officers and are able to spend much more time developing trust and relationships with its citizens which results in more local knowledge?

The year before the Altona Police Service took over policing duties in the unincorporated urban community of Plum Coulee (904 pop), the RCMP reported a one year total of 33

files. The following year, that jumped to 200. Was this due to a more regular police presence and the newly created police satellite office? I believe so, as people will call police when they get a police response.

There's no doubt that as Niverville grows so will its need for more police services. The best defense is a strong offence. Getting ahead of the game with solid proactive police presence would go a long way towards such an offence. A strong community makes it considerably more difficult for a criminal element to take hold.

Chapter 6: Policing Options

6.1 RCMP

In 2016 the Town of Niverville in consultations with Manitoba Justice and the RCMP were given two options to consider for future RCMP policing after the population exceeds 5,000.

1. Municipal Police Service Agreement (MPSA) with the Federal Government for RCMP services. Under this agreement the Town would become responsible for 70% of the policing costs until a population of 15,000 is reached (90% thereafter). Initial review indicated a contract for two police officers would cost approximately \$350,000. The Town is responsible for the cost of providing a detachment office constructed to RCMP standards complete with jail cells, as well as all continued annual costs for maintenance and utilities. I'm not sure what such office standards include but in a meeting I had with Manitoba's RCMP Assistant Commissioner Scott Kolody, he indicated that such an office was to be constructed in northern Manitoba at a cost of approximately \$10 million. Costs for all support staff are also borne by the Town. I'm also not sure why such an agreement refers to two police officers. Surely if an office was built at such a cost, it would be for more than two officers. I was referred to a contact in Ottawa who provided a sample contract (attached). The contract indicates that officers could be temporarily deployed to other areas of the province on a priority basis. Officers that are on extended leave (more than 30 days) will either be replaced or their cost refunded. This is a significant positive. There doesn't appear to be any specific mention about proactive policing.
2. Modified MPSA RCMP contract. The Town would be responsible to cover the cost for two police officers who would be accommodated within the St-Pierre-Jolys detachment office. A substantial reduction in cost may be realized as only an annual financial contribution to existing infrastructure would be required. Assigned

officers remain part of the St-Pierre-Jolys detachment and are directed where needed on a priority basis, thereby serving the entire detachment area.

This may well be a cheaper option but the question remains; to what degree would the service in Niverville improve? How would response time change? How is this different than the two officers they're currently paying for?

There are a lot of unanswered questions in relation to both of these options and without direct dialogue with the federal government, it's very hard to nail down what the exact costs would be and what level of service would be seen within Niverville itself.

In both RCMP options however there is no community assistance given to enforcing local bylaws. This means that communities must still employ their own bylaw enforcement staff if they desire such enforcement.

6.2 Niverville Police Service

As indicated in Chapter 3, Manitoba's Police Services Act offers 3 other options, one of which is for the Town to establish its very own municipal police service. Aside from the province's urban policing grant of just over \$112 per capita, the entire cost of such a police service would be the responsibility of the Town of Niverville.

Smaller municipal police services are dedicated to one community giving that community 100%, but at times experience limited resources. RCMP look after very large geographical areas with limited resources for proactive work but have unlimited specialized resources to draw upon in reactive situations.

The RCMP however are mandated to provide specialized services throughout the province and units such as Major Crimes, Emergency Response Team, Bomb Unit, etc. are sometimes called upon to assist municipal police services and if payment is required, it is borne by Manitoba Justice and does not affect the municipality.

The benefits of a municipal police service that is dedicated 100% to one community are huge however. Such would include:

1. Local police boards (as mandated by the PSA) are created which direct the police chief in the best interests of the community, thereby helping mold the police service in such a manner that best suits it's particular community.
2. Visibility would increase along with additional deterrent and additional community involvement.
3. Response times would be much shorter.
4. With good working conditions and fair remuneration, officers frequently remain for their entire career. This is only seen as positive. The police service makes considerable financial investments into its officers in the form of equipment and training, and when this couples with experience and local knowledge, the total investment becomes invaluable to the community.
5. The list of positives resulting from proactive police work were elaborated on earlier in this report. However I'll add by saying that until its true impact can be felt/seen, it's hard to understand its value. Only a police service that is dedicated to just one community can afford the time for the level of proactive work that I recommend.
6. Local youth can be led to seek out heroes and a desire to follow in those footsteps. It's most rewarding to see a community's youth grow up to join the local police service and give back to the community.
7. A police service with good leadership can become a community's proudest achievement and be the most valued service provider.
8. Without hiring a great number of officers, you can quite easily have 19 or 20 hours of on-duty coverage per day for Niverville alone. Additionally, if local officers live in the community, there is local visibility, deterrent, involvement at zero cost.
9. Municipal police services also enforce local bylaws as directed.

There are also drawbacks to this option. Unexpected failure of equipment can put a strain on budgets if not properly prepared for. As well, when staff go on extended leave it can create a drain on resources as there are only two options; make do with remaining or scramble to find temporary replacements. When a police officer leaves unexpectedly on a permanent basis, it can take a long time to replace; one and a half years if hiring an untrained individual (time from advertising to recruit graduation). The biggest financial hurdle is the one time cost of startup. Schedule 'A' outlines some of those costs.

An annual operating cost can be closely estimated by simply multiplying the number of desired officers x \$115,000. This would be sufficient to cover salaries, general operating expenses, one civilian support staff, annual fees, a percentage of building maintenance/utilities, annual capital expenditures, and annual reserve for such things as a vehicle replacement plan, etc. Schedule 'B' is a suggested annual operating budget for five police officers. A service with a compliment of five officers would have an annual operating budget in the area of \$575,000. With an estimated population of a minimum of 5,760 people (after the next census), the provinces policing grant would cover more than the entire annual operating budget at \$645,120 with provision for a reserve for emergency purposes or to supplement its service with Community Safety Officers (will be covered later).

6.3 Regional Police Service

The Police Services Act also offers an option for one or more municipalities to jointly operate a regional police service to provide policing services within those municipalities. The RM of Ritchot has shown interest and made inquiries with MB Justice in regards to having its own police service, however not qualifying for the provinces policing grant makes that a near impossible endeavor for them alone. An appetite may well exist for one or two rural municipalities to join together with the Town of Niverville to start a joint regional police service but again with no grant available to the RM's, it would be a costly

venture for its tax payers. Couple this with the fact that there's no established police service to evolve from would make such an endeavor extremely difficult and not recommended.

6.4 Contract another Police Service

The last option provided for in the Police Services Act is to enter into an agreement with another municipality to have that other municipality's police service provide policing services. The only option for such a consideration would be that of the Town of Ste Anne where an established police service already exists. The Ste Anne Police Service has a rather bitter history. However, that appears to have been corrected within the last 10 years under the direction of later councils and a new police chief. The major concerns with such an arrangement would be that a police service with its headquarters in a much smaller community would travel to look after a larger one with greater demand. Similarly, services requiring expensive specialized equipment such as digital fingerprinting for criminal record checks would mean that citizens of the larger community travel to the much smaller community for this service. Common sense would dictate that such services be moved to the area of greater demand. It would seem that eventually the entire service be moved to the larger community. This would surely not sit right with the citizens of Ste Anne who would see their current service decline. It would make more sense for a police service to enter into an agreement with a smaller community, than the other way around. Then lastly, it would be prudent to reiterate that citizens had concerns over the current response times from the RCMP in St-Pierre-Jolys and this would still be a similar concern.

6.5 Community Safety Officers

In June 2014 the Province of Manitoba amended the Police Services Act allowing municipalities to hire Community Safety Officers (CSO) and together mold a program

suitable to enhance public safety in individual municipalities. A two year pilot project was commenced in the City of Thompson and upon its successful completion, this option was opened up for other municipalities as well.

These CSO's are given authority to enforce specific sections of different Provincial Acts including the Highway Traffic Act (only stationary violations), the Intoxicated Persons Detention Act, the Liquor and Gaming Control Act, and others. They would also enforce local bylaws such as parking; conduct proactive work in schools; interact and assist school crossing guards; and conduct regular patrols to enhance community safety. The Province sets minimum qualifications as well as required training. Contracts must be entered into with MB Justice in order for the CSO's to be given their authority. The CSO's are employees of the municipalities they serve and the only costs involved are salaries, uniforms, training, and a dedicated marked vehicle. Schedule 'C' outlines this.

As it relates to patrols, the difference between CSO's and Citizens On Patrol (COP) is that COP are not allowed to exit their vehicles. They are only eyes and ears, reporting to the local police authority. CSO's on the other hand are trained to approach suspicious persons; arrest intoxicated individuals; and serve in a greater capacity in such manner. They are not allowed to stop any moving vehicles nor issue any offence notices related to moving vehicle violations. They are trained to provide traffic direction at accident scenes or provide crime scene security. If given the option between employing simple Bylaw Enforcement Officers and CSO's, I'd recommend CSO's as the annual cost may be very similar but the authorities are enhanced considerably. Only initial training costs would be higher.

If the Town of Niverville was to choose the option of starting their own dedicated police service, I'd suggest bypassing this CSO option until its determined if it's necessary. If the Town chooses to continue with the RCMP, such a program would be highly advisable as it could prove valuable to enhance public safety and conduct proactive duties in addition to enforcing local bylaws.

6.6 Auxiliaries

This is only being mentioned as some of the police services described in Chapter 4 utilize and have persons they identify as Auxiliaries and this needs clarification.

These individuals have no authority whatsoever given them either from Manitoba Justice or their local municipality. They are unpaid and simply put, glorified volunteers...citizens on patrol but with a uniform of sorts. Now that's not to say they have no value. Quite the opposite in fact as they volunteer in many facets, such as visible foot patrol, school visits, general assistance in and around the police offices, etc. They're also seen riding along with a solo police officer on patrol for added security reasons. Such a person could call for help if the officer is in trouble but are not allowed to actually do anything. A major concern however would be if an offender views them as a police officer and they're hurt while on shift it could become a potential civil liability to the municipality.

Chapter 7: Recommendations

7.1 Summary of recommendations

Niverville is looking for a higher level of police presence and proactive work. It's also in a situation where policing costs will rise dramatically after the next census regardless of the policing option chosen.

If the decision is made to stay with the RCMP, the combined cost of the next contract together with providing and maintaining accommodation will be significant. Although the contract is made between Canada and the municipality, I was advised that questions specific to service delivery are best addressed locally. Questions about the exact number of police officers, response times, levels of proactive policing programs, etc. would need to be clearly defined. Depending on the level of dedicated commitment received from the RCMP it would also be recommended to consider the option of entering into a contract with MB Justice allowing Niverville to employ CSO's. This would most definitely have the

ability to compliment law enforcement and complete the wants of the citizens. Because this option also includes providing accommodations, it should be asked if this could be accomplished inside the newly acquired administration building or if a new standalone facility would need to be constructed.

If the decision is made to create a Niverville Police Service, then I'd recommend that the inclusion of CSO's be left until it's determined if they are necessary. Such an option may well provide for significant one time cost savings in the construction of a facility if it could be done inside the newly acquired administration building. A police friendly functionality design would need to be drawn and a renovation cost established.

It's no secret that a number of larger urban centers in Manitoba have actively explored going the direction of establishing their own municipal police services but in each case, it's the startup costs that are most concerning. The larger a community gets the more it will cost to make this move. If this is the direction that Niverville feels it needs to go, then the sooner the better.

