

Chaleur Region Policing Study



Submitted to:



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1.0 Introduction & Background

This study was undertaken as a result of a request from the Chaleur Region Service Commission to do a review of present policing arrangements within the Chaleur Region. The primary purpose of the review was to determine if the Region should provide a different service model for policing, and if so, under which structure should the service be provided. The Chaleur Regional Service Commission's mandate regarding regional policing collaboration is to act as a forum through which the effectiveness and efficiency of policing services are reviewed and evaluated on a regional basis. Also, the Regional Commission is tasked with identifying ways in which police services within the region to better economize and increase effectiveness.

This report outlines a brief history of previous studies concerning policing in the Region, the process in undertaking the study, the present Policing arrangements in the Region, (their structure, capabilities, strength, equipment, jurisdiction, etc.), advantages and disadvantages of present arrangements, feedback from those interviewed, comments on previous studies, cost analysis of proposals, comments on Governance, discussion on Policing Standards, legal requirements, (New Brunswick Police Act, Municipalities Act), and recommendations on policing arrangements going forward.

The Chaleur Region Service Commission was established in legislation through the Regional Service Delivery Act as one of 12 regional service commissions covering the Province of New Brunswick. The Legislation sets out the requirements for the Commissions, including mandate, structure and operating guidelines. Thus, the Service Commission has the authority and mandate to request such a study for the Chaleur Region.

The Chaleur Region is located in northeastern New Brunswick and it includes the municipalities of Bathurst, Beresford, Nigadoo, Petit-Rocher, Pointe-Verte and Belledune, as well as the unincorporated areas of the Parishes of Beresford, Bathurst, Allardville and New Brandon, known as local service districts (LSD) The Region is governed by a Board of Directors made up of Mayors of the municipalities and LSD representatives.

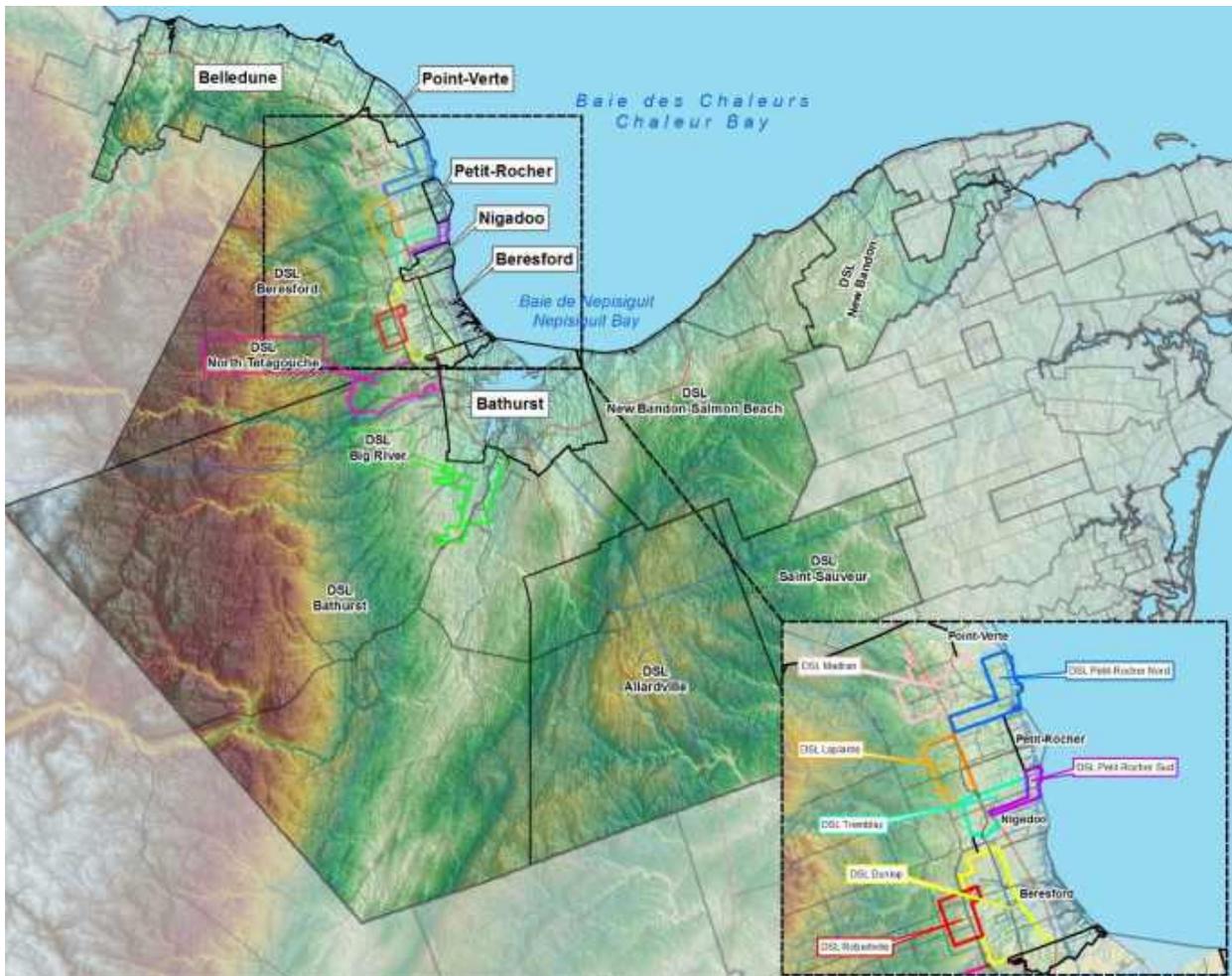
The Region gets its name from the Bay of Chaleur which borders the territory. It has a land mass of 3,307 sq. km, and a population of approximately 35,110. The population of the area has remained relatively constant over the past number of years, with very minor decreases. Sixty percent of the population lives in the 6 municipalities, and 40% reside in the unincorporated areas. The City of Bathurst has 33% of the total population, with Beresford being the next largest community at 12%. Beresford Parish holds 18% of the population, the highest density among the unincorporated areas, followed by Bathurst at 13%. More details regarding the population will be found later in the report.

As indicated, the Region covers a large land mass. The City of Bathurst is the main hub for the Region. The Region has a very diverse economic base from fishing, lumbering, mining, a major sea port, tourism, and a variety of major industries, particularly in the Belledune area. The median age of the population is about 47.9 years. There is a disparity

in the median age from one community to another (from 42 to 53 yrs.) which would indicate some communities are retirement communities. The majority of the population is bilingual with 61% stating that they know both official languages and 60% declaring French is the language spoken at home.

Located within the region is the First Nation Community of Pabineau. It is a small community located about 8 kilometers south of the City of Bathurst. It has 280 registered band members and a land mass of 1053 acres. The average population on the reserve is approximately 200 individuals. The First Nation Community is making extensive efforts to expand its economic base, both on and off the reserve.

Note: Most of the foregoing statistics were extracted from the Chaleur Region Annual Report and are mentioned as they are relevant in determining any type of service delivery, especially policing.



2.0 Methodology

A number of approaches were utilized in undertaking this study. All past studies concerning policing in the Region were reviewed, and these were numerous over the past 35 years. Other regional studies were examined (Mirimichi, Codiak and Kennebecasis). Brief discussions were held with a representative in Halifax concerning the Halifax Region Policing arrangement. Police authorized positions, budgets, infrastructure, equipment, crime statistics, population, per capita cost, police citizen ratio, cost per officer were all evaluated. Interviews were conducted of all Mayors impacted by the study, some LSD representatives, present Chiefs of Police for Bathurst and BNPP, Deputy Chief for Bathurst Police, association / union member representatives of Bathurst and BNPP Police Departments, past Chief of Bathurst Police Dept., Chief of Pabineau First Nation, and considerable reliance was placed on consultant Edward Huzulak who authored several studies on policing in the region, and has extensive on hand experience in policing with the Bathurst and BNPP police departments. Legal requirements were examined, including New Brunswick Police Standards and Policy guidelines for Police Governance and Oversight. Relevant aspects of the Finn and Grant Reports were reviewed.

It is noteworthy to point out no member of the RCMP in Bathurst / RSC 3 was interviewed during this review. This was due to the fact senior management at "J" Division Headquarters advised the Consultants that members in Bathurst were not to be contacted and they (Bathurst members) were not to subject themselves to an interview. Contact was only to be made with "J" Div. Headquarters. This was rather unfortunate as it severely limited the ability to fully understand the magnitude and specifics of the issues facing the front line in the area under review. Limited statistical data was provided, but numbers are rather meaningless without input from contributors. As an example, no firsthand knowledge / information was provided as to how the RCMP actually polices the region - do they have 24 hr. service?, what time is spent in the region by the shared services?, what are the vacancy patterns / statistics for the members assigned to RCS 3?, how are calls answered after hours?, etc. Numerous follow up requests were made for better information but no meaningful responses were received from RCMP HQ. It therefore was impossible to compare key performance indicators across police forces in any kind of a meaningful way.

This has absolutely no reflection on the RCMP staff at Bathurst as they were willing to hold meetings until instructed otherwise.

3.0 Previous Studies on Policing in the Region

The Chaleur Region (Regional Service District 3 as defined in the Finn Report) has been subject to numerous policing studies / reviews since 1980. Some of the reviews dealt with policing in the complete Region, while others looked at various segments of the Region. Until 2013 there really was no one governing body responsible for policing in the total region, and guidance, direction, and decision making were not under one authority. In 2013 the Chaleur Region Service Commission took over service delivery in a number of areas under the authority of the Provincial Government, and one of these dealt with policing within the Region. Thus, one body now has the authority to address this issue from a total regional approach. It must be stated here that in view of the numerous times this issue has been addressed, the time is right to make a decision as to the future direction of policing in the Region, and if this cannot be done, then the recommendation is this whole issue should be shelved for an extended period. Bringing this to the table and subject to review every few years creates uncertainty in the public concerning who will deliver the service and the costs and impact on their tax base. It creates uncertainty within the various police departments (RCMP / Bathurst / BNPP) in relation to their stability as a police force, on their job stability (pay / pensions / home life) and impacts their delivery of service. It creates uncertainty, anxiety and tension within various local governments as each looks at costs, possible loss or expansion of service, etc. Thus, the issue should be put to rest and hard decisions made.

The first review took place in late 1979 and 1980 resulting in the formation of the BNPP Police Force in 1981. The BNPP assumed responsibility for the municipalities of Beresford, Nigadoo, Petit-Rocher and Pointe-Verte. Prior to 1981 these communities were policed by the RCMP. The history of developments that lead to the change rests clearly with many who live in the area today. Basically, the communities became very concerned with the activities of a motorcycle gang operating in the area and what they felt to be the lack of efforts by the RCMP to address the problem. The study was done by the Office of the Attorney General and recommended the creation of the BNPP Police Department.

With the creation of the BNPP, three police departments were now policing the area, these being RCMP, BNPP and Bathurst. The area policed by the RCMP was the unincorporated areas, with the exception of Belledune. This mixture of service delivery and difference of costs to the population in each area, along with confusion as to who is policing where, etc., (i.e. one side of a street policed by the RCMP – other side by Bathurst or BNPP and each paying a different cost) resulted in policing becoming an issue subject to almost continuous review.

Professor Alan Grant tried to address regional policing in his reports of 1989 and 1991 to establish some certainty and consistency in policing throughout the Province of New Brunswick. The reports (known as the Grant Reports) were prepared for the Department of Attorney General in New Brunswick. He recommended the creation of a number of regional police departments, one being in the Chaleur Region, His boundaries for a

regional police force were not as broadly defined as they now are and would have excluded part of what is now the Chaleur Region. Although the Grant Report recommended a number of regional police departments, it did support an appropriate mix of RCMP and regional police departments.

In 1994 the Department of the Solicitor General conducted a review of policing in the Chaleur Region with a view of establishing a regional police force based on Professor Grants recommendation. Elected representatives of the municipalities being policed by the BNPP objected to becoming part of a regional service. Bathurst was of the opposite view and made representation to the Province requesting a study with a view of establishing a regional police service much larger than that recommended by Grant, basically what is now RCS 3. In the end, the Government of the day dropped the ball and did not make a decision and placed the issue back in the hands of the municipalities.

Although the study is 24 years old, the comments made on page 34 in support of the final recommendation apply to this day and bear repeating and will be quoted here in its entirety. The report states:

“...Each municipality within the proposed Chaleur Region is responsible for the provision and maintenance of adequate policing services within its boundaries. The Province has a similar obligation in regards to the unincorporated area. The following findings are the basis for the study’s final recommendation.

- (1) Policing in Unincorporated areas: The territory under consideration includes a large portion of unincorporated area presently policed by the RCMP. Given the subsidization of provincial policing costs by the Government of Canada and the high RCMP/citizen ratio, the policing cost for the unincorporated area will be significantly higher under the regional model*
- (2) Cost sharing formula: As experienced with the Miramichi Regional Police Study, finding an acceptable financial arrangement to fund a regional police force is a critical matter, especially if it involves a large unincorporated area.*
- (3) RCMP Provincial Police: A critical resource mass is required to sustain an effective and efficient Provincial Police. Due to the deficiencies in the present RCMP resource profile, “J” Division finds there is little room to maneuver in light of the potential impact of the upcoming municipal/regional policing restructuring in New Brunswick. The potential for reduction of RCMP resources_has caused concern that the Provincial Police Service will lose the capability to maintain an acceptable service level. In order to maintain a minimum provincial standard, the maximum acceptable reduction in the Bathurst Detachment would only be six RCMP members. Therefore, if the proposed Chaleur Regional Police Force is established, the provincial police service cost would increase on a per capita basis for the remainder of the province.*

Therefore, it is recommended that the Government of New Brunswick only consider regionalization of police services in the Chaleur Region in conjunction with the municipal government restructuring process in urban areas. “

Much of the above remains applicable today.

In 2010, at the request of the City of Bathurst, a study was undertaken to assess the possibility of Bathurst expanding its policing boundaries to a number of unincorporated areas adjacent to Bathurst. A presentation was made to the Provincial Government of the day who appeared in favour of the proposal. However, a change in government sidelined the initiative and it was never acted upon.

In 2014 another study was undertaken with a view to extending the Bathurst City Police jurisdiction through contractual policing arrangements with surrounding local service districts and/or incorporated municipalities. The catalyst behind this study was a request from the Municipality of Beresford to the City of Bathurst for Bathurst to assume policing responsibilities for Beresford, and it would depart the BNPP arrangement. This study also looked at the possibility of creating a larger regional police service. This study, and the 2010 initiative, was undertaken by Consultant Edward Huzulak who has extensive experience in policing in the region. He basically recommended the formation of a regional service, or at least an extension of the Bathurst service to Beresford.

In 2017 a study was undertaken by Catalyst Consulting of Halifax, NS, at the request of the Municipality of Belledune to look at alternative policing arrangements for the Municipality. They were discontent with the service and cost of the RCMP service. A review was undertaken and it was recommended the City of Bathurst expand their service to include Belledune. This recommendation was accepted by Bathurst and Belledune and the decision now rests with the Provincial Government and decision is pending. Should a full regional police service be adopted as a result of this review, Belledune would be included in that service.

From the number of reviews/studies undertaken, it is obvious there are issues with policing in the region which must be addressed. Continued uncertainty cannot continue and the matter should be put to rest.

In summary, the previous reports were all consistent in their findings that some form of amalgamation would improve service delivery at a lower cost. Nothing uncovered during the course of this study contradicted these findings – in fact, previous obstacles such as communications technology and bilingualism have been resolved and there are no significant issues which would prevent the consolidation of policing, whether in whole or in part, across the Region. Financial pressures across the 3 police forces has led to very different styles and approaches to policing – the result being 3 very different models all serving a relatively small total population.

4.0 Current Policing Structure

Bathurst City Police

Bathurst City Police would be considered a progressive police force. It is both re-active and proactive in its policing functions, policing 33% of the population within the Chaleur Region. It is a totally bilingual service. It provides a very timely response to all calls.

Bathurst has a Criminal Investigation Division consisting of three members that is mandated to investigate all major crimes, and provides related services, such as victim/witness assistance, search warrants, etc. It is supported by a Forensic Identification Unit, and this unit also provides service to BNPP. It has a street crime unit with two members who concentrate on problem areas, drug enforcement, prolific offenders, apprehension of wanted criminals, selective traffic enforcement, and other duties. This unit falls under the Criminal Investigation Division (CID). The Force has one Crime Prevention/Community Policing Officer who has a wide variety of duties, including school relations and senior citizens. They have four Patrol Platoons (4 officers each platoon) supported by six fully equipped vehicles (GPS/WatchGuard Cameras/Critical incident response equipment) These members are trained in first aid, CPR and defibrillation. Bathurst has a fully equipped dispatch unit supported by 14 civilian employees that answers 911 calls for fire dispatch for the northeast part of the province and police dispatch for Bathurst Police and BNPP. A court section supports all operational units. The Police Department has a chief and two deputy chiefs, supported by an executive assistant and two administrative assistants. It offers a 24-hour police service. It has police to population ratio of 1 for 425.

Earlier in the report we outlined Policing Standards that must be met by all policing departments within the province. Bathurst meets all legislative standards, either on its own, or through agreements with other police departments. Bathurst has shared services and MOU's with Bathurst, BNPP, Edmundston, Grand Falls, Miramichi, Woodstock, Fredericton, and the RCMP. A police force the size of Bathurst cannot possibly meet all the standards on its own and must rely on MOU's with other departments.

Bathurst has a modern police headquarters. This complex houses the full department, the 911 dispatch service as well as prisoner holding cells that support Bathurst, BNPP and the RCMP. It is located in downtown Bathurst.



BNPP Police Department

The BNPP police the municipalities of Beresford, Nigadoo, Petit-Rocher, Pointe-Verte, and the Local Service Districts (LSD) of Petit-Rocher Nord and Petit-Rocher Sud. This represents approximately 22% of the population of the region, approx. 9,000 persons. The Province pays a subsidy to the BNPP for the policing of the unincorporated areas. This arrangement is due to the fact these LSD's are found immediately adjacent to Petit-Rocher and are indistinguishable from the incorporated community. The BNPP is a totally bilingual police service. It has police to population ratio of 1 to 530. The Force provides a very timely response to calls.

BNPP has a police chief, 2 criminal investigators, 12 uniformed patrol officers, and utilizes 1 to 3 temporary part time officers. It offers a 24-hour service. It is supported by five police vehicles.

The headquarters for the BNPP is located in Nigadoo. It is a dated building and is in need of major renovations or replacement. The BNPP uses the provincially approved records management system known as Police Operational Reporting System (PORS) through a server housed in the Bathurst PD Headquarters.



The BNPP meets the New Brunswick Policing Standards through agreements with Woodstock, Grand Falls, Edmundson, Bathurst and Miramichi police departments, as well as the RCMP. They do not have a Forensic Identification Section and must rely on Bathurst or the RCMP.

According to the 2014 review previously discussed, the BNPP has been faced with a number of negative issues. These can be associated to cost issues due to increasing costs of policing, infrastructure problems and other issues facing a small department trying to police four individual municipalities.



Existing BNPP police building in Nigadoo

Royal Canadian Mounted Police Territory

The RCMP provided a written report and statistical data at our request. The full report and data will be found as an appendix and only parts will be repeated here. The full report should be reviewed in order to understand the level of service being provided to the region.

The RCMP polices all the unincorporated area within the Chaleur Region, (with the exception of Petit-Rocher Nord and Petit-Rocher Sud) as well as the municipality of Belledune and the Pabineau First Nation. This area is a large land mass stretching to all parts of the region with a population of approximately 13,000. The police to population ratio is approximately 1 to 750 (at best – lack of sound data made it impossible to accurately quantify same), based on the 17 members directly policing the region, however, other members at the Bathurst Headquarters also contribute to the policing function. The RCMP maintains a detachment on Vanier Boulevard in Bathurst. It provides umbrella police coverage in accordance with the contract for services with the provincial government. In some situations, the RCMP has to travel through BNPP and/or Bathurst police territory to respond to a call for service in their own jurisdiction.



The RCMP realigned their front-line operations in 2012 to comply with the implementation of the Regional Service Commissions governance structure. As a result, police services are now delivered within a regional policing concept, this being RCS 3, the Chaleur Region. Resources are deployed within the region based on various factors, including area of greatest risk, call volume, intelligence led crime reduction methodologies, crime trends, and other factors. With the RCMP, and their method of delivering a policing service, it is impossible to say exactly the number of police officers providing service in the area. Within RCS 3, the Chaleur Region, the RCMP operates with 17 members (4 teams of 4 and one Operations NCO), however, these members are supported by other officers and support staff which have responsibilities which overlap into other areas. This support might come from members already at the Bathurst Detachment or from centrally located units which deal with very specialized criminal activity (major fraud, child exploitation, technology fraud, etc).

The RCMP meets all policing standards due to the depth of their overall operations throughout the province. These standards might not be met through representation within the Chaleur Region, but are found as part of the overall RCMP function. As an example, polygraph services could be provided from Fredericton, police dog service from another location, ERT from Fredericton, incident commander might be available at the Bathurst Detachment, crowd control from Fredericton, etc. What is important to note here is that this service is available within the umbrella concept at no additional cost where the RCMP is the service provider. Should there be a major incident within the area policed by the RCMP and specialized services are required, they would be supplied at no additional cost. Should that incident occur within the Bathurst or BNPP jurisdiction and specialized services be required from the RCMP, they could be billed to that department.

4.1 Current Costing & Staffing Levels

Table 1.0 below summarizes the vital data as it relates to the 3 districts / areas under consideration (the LSDs, incorporated areas and City of Bathurst) and the 3 commensurate policing providers (RCMP, BNPP and Bathurst PD).

Table 1.0 – Status Quo Vital Statistics

	LSD minus PRS/PRN	Village of Belledune	BNPP plus PRS/PRN	City of Bathurst	Total
Tax Base	\$609.9 M	\$386.0 M	\$520.5 M	\$1,036.0 M	\$2,552.4 M
Population	12,779	1,417	9,017	11,897	35,110
Policing Cost	\$2.40 M	\$776 K	\$2.14 M	\$4.38 M	\$9.70 M
Policing cost as \$ per \$100 assessed	\$0.39*	\$0.20	\$0.41	\$0.42	\$0.38
Policing cost per resident	\$188**	\$547	\$237	\$368	\$276
# of police officers	19***		17	28	64
Population per police officer (PPP)	750		530	425	550

* Annual grant of \$812 K effectively reduces this rate to \$0.29 per \$100 of assessed value.

** Equalization grant reduces this to \$124 per person.

*** Assumed police strength as RCMP was unable / unwilling to provide actual data

As can be seen, there is significant disparity in the degree of police coverage and costs between the various groups within the same RSC. The current equalization grant keeps policing affordable to the LSD areas currently policed by the RCMP, however no grant is offered to the Village of Belledune and they pay significantly more per person for the coverage they receive (\$547 per resident for Belledune vs \$124 for the LSD residents). The current cost allocation model makes no allowances for factors other than tax base and population which unfairly penalizes municipalities such as Belledune. While they enjoy a significant industrial tax base, these large businesses mostly rely on in house

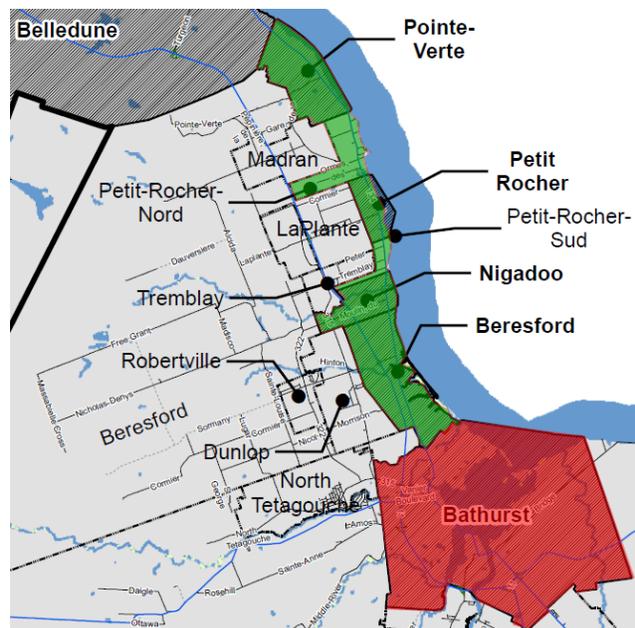
security and have little requirement for policing yet the Municipality must divert revenues to this function in lieu of municipal infrastructure which would better support / encourage further industrial development.

Pointe-Verte has been vocal in stating that their proportional cost of BNPP policing is too expensive and they may need to withdraw if the costs are not reduced accordingly. In addition, in January 2013, Beresford began investigating other policing alternatives outside of the BNPP – again due to prohibitive costing.

While the City of Bathurst pays some of the highest cost for policing (expressed relative to assessed value), they enjoy a high degree of commensurate policing services and thus are generally pleased with the overall “value for money” they receive. There is an argument to be made that in fact, Bathurst is “over-policed” and there is room for minor reductions in personnel with a commensurate benefit of lower costs.

The LSDs and Belledune are policed by the RCMP but while they could provide their PLANNED levels of resourcing for both frontline and how they allocate costs for special services, they were unable / unwilling to divulge their ACTUAL usage in the RSC. Assuming a best case scenario of 19 FTEs being utilized for / within the RSC, this still results in a PPP ratio of approximately 750 residents per police officer, well above the ratios in BNPP and BPD served areas (530 and 425 respectively). Anecdotally, it has been reported that vacancies in these positions creates conditions where the actual PPP is far higher than the 750 assumed herein. With billing based on planned versus actuals for frontline positions and an even more disjointed methodology for special services, it is impossible to determine the efficiency and value for money the residents are receiving for policing. It does appear that the RCMP policing in the Region tends to be more reactive in nature but again, without the benefit of being able to interview any member of the RCMP working in the Region, it was / is impossible to confirm same.

What can be stated with confidence is that there are 3 separate police forces operating in a relatively small geographic area and covering a relatively modest population. This includes 3 separate management regimes and administrative overhead burdens, multiple real property assets to maintain, inefficiencies in delivery based on minimum shift sizing, inefficiencies created by abutting jurisdictions, etc... - all of which serve to increase the cost of policing in the region as a whole. Consolidation into a single regional force will significantly reduce these costs and reduce / eliminate the inefficiencies.



5.0 Feedback from Stakeholders

As indicated earlier, a significant number of stakeholders were interviewed during this review. The results of the interviews were consistent throughout the region. As noted earlier, in 1994, there was considerable resistance to the formation of a regional police force, and this came from the BNPP and the public. Cost was a major factor in that resistance. In the interviews conducted for this review (mayors/ LSD representatives/Chief of First Nations) there was absolutely no resistance to the formation of a regional service, in fact, it was welcomed by many. The main concern raised had to do with what impact such a change would have on the cost of policing to the individual taxpayer. The cost issue will be dealt with in detail later in this report.

Considerable concern was expressed by the timeliness of the service provided by the RCMP in the LSD's and the overall lack of visibility. Those interviewed basically stated the RCMP were a reactive service, with little or no preventative patrols, and were not timely in their response to calls. It was explained to these stakeholders that you might not see the RCMP in an area if there was no criminal activity in that area, that they focused their attention to high demand districts. This did not satisfy everyone, they want police presence. Those interviewed did not blame this on the RCMP, but openly stated they felt it was due to lack of resources to police such a vast area. In one situation, we had scheduled an interview with the LSD representative, only to arrive and find out he was accompanied by three other community representatives to support his position.

In the discussions, it was explained there were a number of options which could be presented, but the overall impression gained was that a regional force should be established, provided the cost was acceptable. It was explained this could be provided by the RCMP under contract to the whole Region, or the formation of a new police department through the amalgamation of the Bathurst and BNPP police departments, and the addition of a number of officers to replace any lost positions from the RCMP. We explained that there could be a slight increase in the cost to the LSD's and there appeared to be general acceptance to that, however, it had to be reasonable and there had to be a corresponding and noticeable increase in service.

Within the BNPP area, there was some reluctance to having the RCMP return as the policing authority. This reluctance flowed directly from the events of the late 1970's involving a motorcycle gang which terrorized the area during that time period. Those events were some 40-50 years ago and policing methods & supporting legislation utilized today are considerably different from that time period and joint operations (RCMP and other police departments) have had great successes in combating motorcycle gang activity.

A last comment in this area relates to the interviews of the representatives of the membership of the two police departments. Again, there was no resistance expressed concerning any amalgamation of the departments, in fact it seemed to be welcomed. They were positive about the formation of a larger force, more prospects for career

development, promotion, job security, etc. Naturally, they were interested in any changes to pay structure, pension, shifts and related collective agreement issues. They understood all issues would be addressed with participation of the membership. They were also informed of the possibility of the RCMP having full policing authority for the region and the protection provided by the New Brunswick Police Act for displaced officers.

A detailed review of the governing collective agreements indicates there are no major obstacles to consolidation from a contractual perspective. There will no doubt be minor issues which arise, these will be commensurate with an amalgamation / new force of this size but it is felt these are manageable risks and worth the effort. Separate legal assistance with expertise in labour matters will be required to deal with the details if / when the region reaches this milestone.

The consensus of those interviewed was that it would be ideal if there was a competitive, fair and transparent process established to determine the optimum service provider where both financial and non-financial factors formed the basis of the selection. While some expressed concern over the viability of the RCMP providing this service and the commensurate loss of “control”, it was equally recognized that the actual service delivery of RCMP in municipal / regional policing was beyond reproach and they had the expertise and resources required to provide a holistic and complete service offering.

6.0 Options Considered

The New Brunswick *Police Act* makes municipalities responsible to provide policing services. Municipalities have the responsibility to provide policing services, either directly through establishing a municipal police force, joining a regional police force, or contracting with another police force – usually the provincial police. The New Brunswick *Policing Standards 2004* require adequate levels of policing for municipal police forces. The provincial police (RCMP) rely on Federal RCMP standards and are not subject to the provisions of the provincial standards. Province-wide and regional services and mutual-aid agreements, both investigative and operational support, have addressed many of the difficulties inherent in smaller police agencies. The provincial ministry responsible for policing, under the *Police Act*, must approve any changes in policing arrangements.

Policing arrangements in New Brunswick are similar to other provinces in that, generally, the provincial police provide services in unincorporated and less-densely populated areas, and urban centres are policed by municipal police forces. There are a number of options that can be considered in restructuring policing within the Chaleur Region, and these can be summarized as follows:

- 1) Status quo. No change in structure or delivery of service. This would obviously continue the disparate service delivery models between the RCMP, BNPP and Bathurst PD as well as the very different costing regimes to continue. No efficiencies nor economies of scale would be gained. For these reasons, it is not recommended.
- 2) Amalgamation of Bathurst Police Department and BNPP Police Department with expansion of jurisdiction to include Belledune. While this would significantly assist the standardization of service delivery and costing for all incorporated areas, it would leave the LSDs to be policed under a very different approach / methodology with very different levels of effectiveness. Not Recommended.
- 3) Amalgamation of Bathurst Police Department and BNPP Police Department with expansion to Belledune and unincorporated areas immediately adjacent to the territories policed by these departments. For the same reasons as above, this option is not recommended.
- 4) Formation of a Regional Police Service to police the complete Chaleur Region known as the Chaleur Regional Police Force by either:
 - a) a contract with the RCMP to police the full region, including areas policed by the Bathurst and BNPP police departments, or
 - b) The amalgamation of the Bathurst & BNPP Police departments and adding sufficient resources to assume policing authority in the areas now policed by the RCMP.

The formation of a new regional police force through one of these two options is recommended.

7.0 Recommended Option

As indicated earlier in this report, policing in the region has been subjected to numerous reviews over the past number of years. A decision should be made to either proceed with a new model, or to shelve the issue for a lengthy period to remove all uncertainty in policing for the region.

In today's policing environment, there are many reasons to support a larger police force as opposed to a number of smaller forces. Small municipal police forces are a thing of the past. BNPP is really a small police force, with limited capabilities in a complicated policing environment. Due to cost factors, they are unable to develop expertise to address today's advanced / complex / sophisticated / technologically driven criminal activity. They can easily address day to day calls and respond to some major criminal activity, however, have limited capabilities and must rely on significant support from other departments.

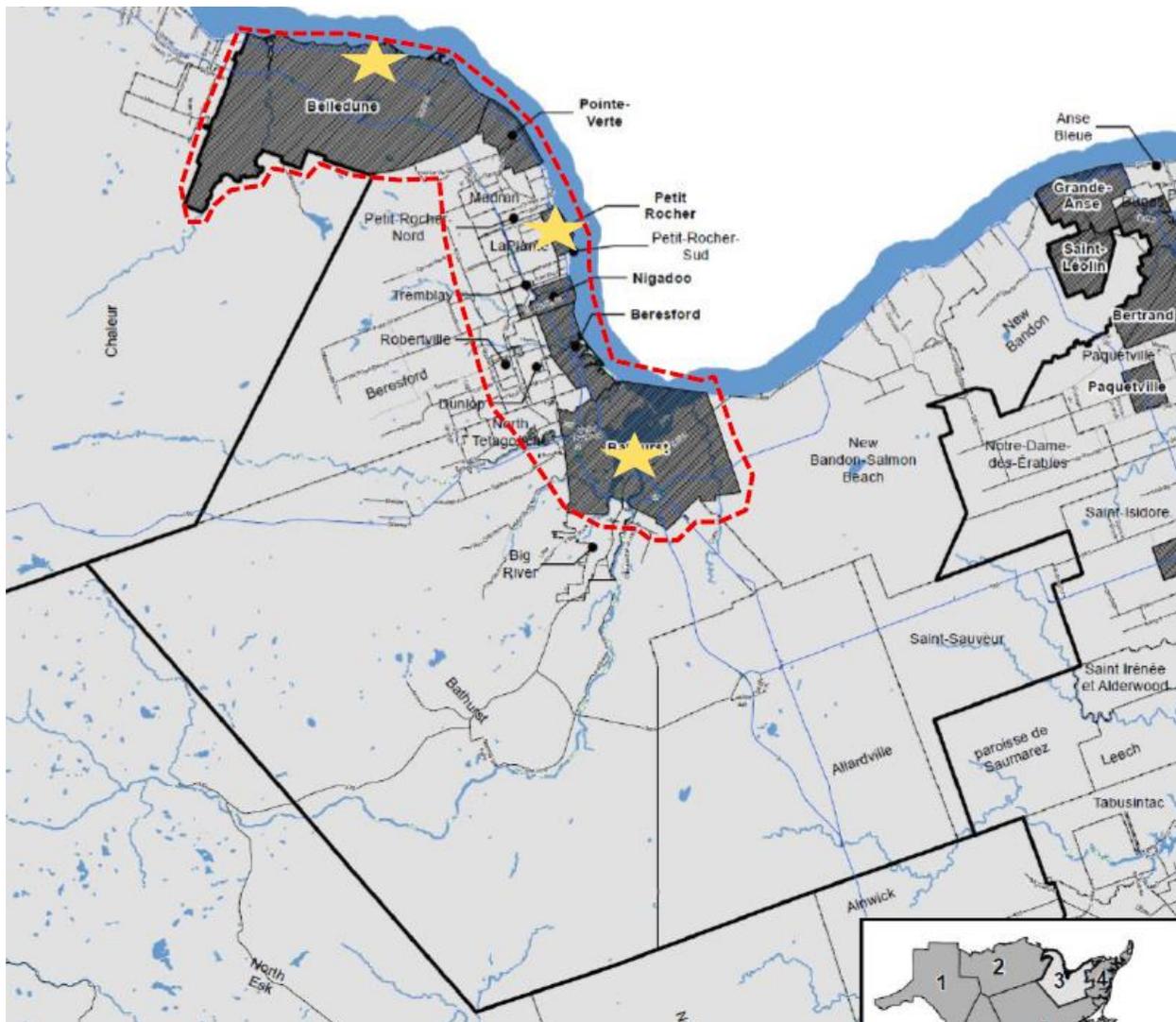
Bathurst is a larger force, but still considered modest in size in the overall picture. They have made investment in technology, equipment, facilities, training, crime prevention, etc. over the past number of years and have made considerable efforts to remain relevant / compliant with all required standards. It is in a better position to address today's criminal activity, but also has limitations due to budget and resources.

The RCMP do not face these limitations to the same extent as they are in position to draw resources and expertise from throughout the province, and where necessary, throughout the country, however, also have budgetary limitations.

The issue of larger vs smaller departments has been subject to numerous reviews, both in Canada and elsewhere. There is no point in reviewing individual studies, but suffice to say that the results are consistent, smaller police departments are a thing of the past. In New Brunswick, in 1981 there were 33 municipal and regional police forces, and now there are only 9. Smaller forces are slowly disappearing. They cannot meet today's demands due to cost factors and the complexity of policing.

Under present policing arrangements, the region has three separate administration and support systems. There are senior management positions in all three departments. Combining the three under one structure should eliminate some management positions and put more members on the street. In addition, three police complexes are being maintained. The BNPP headquarters needs to be replaced. The Bathurst structure has the capabilities to house the full operation for the region and could be supplemented by a store front operation in Belledune, (space available), Petit-Rocher (possible site at Commission Headquarters building) and possibly a store front at Saint-Sauveur. This will provide accommodations in the heart of the densest portions of the service delivery area and thereby minimize inefficiency in service delivery associated with unnecessary travel to / from the main complex in downtown Bathurst

The BNPP complex could be disposed of. As the RCMP complex serves more than the Chaleur Region, that no doubt would remain in place no matter which option was adopted.



Note: 75% of the population in RSC 3 is contained within the red dashed outline area

Criminal activity does not respect boundaries, and with technology, the boundaries are global. On a local scale, criminals move from community to community, creating offences in multiple jurisdictions. In the Chaleur Region, someone can easily, and do, commit a break and enter in the RCMP area, move to the BNPP area and then to the Bathurst area. There has to be complete co-operation between police departments to address multi-jurisdictional offences. Each department will undertake their own investigation until they realize there has been a series of offences. BNPP does not have its own Identification Section and will have to wait in line until someone is available. A smaller force cannot afford to have this service on site. Should the offence turn out to require extensive expertise, then BNPP could be costed for specialized services.

Costing of specialized services is something everyone must be aware of. With the RCMP, you receive a very comprehensive package and the drawing of specialized units into the area to assist in an investigation are covered. These services could be very costly in the

event of a major investigation, or require tactical troops, etc., and have to draw in extensive resources. These could be costed to a non RCMP department. However, this situation has existed with the Bathurst Department since its inception in 1912, and with the BNPP since 1981, and with the formation of a non RCMP regional service, this costing issue would spread to any requirement in the whole region. With an RCMP service, the whole region, including Bathurst and BNPP would be covered for specialized service. As a final comment in this area, in policing and when faced with a major incident, the work has to be done. Politics and policing do not mix on the operational front and resources and expertise are to be drawn in as required. With costing of special services, this can become a government issue where the amounts are excessive and the amount of payment by the province or municipality can be subject to negotiation by the parties.

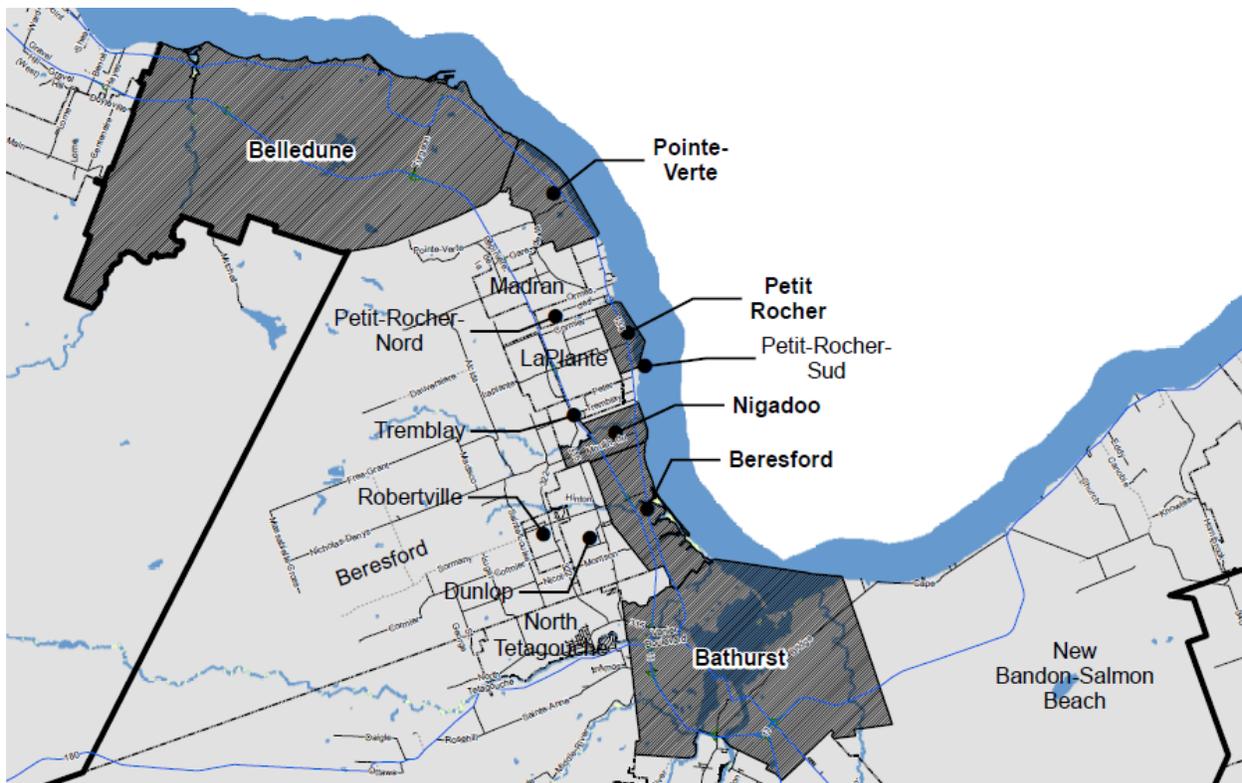


A last topic in this area is compliance with the Police Standards. All police departments within the province must meet the standards and these are outlined in detail in the Department of Justice and Public Safety Ministerial Directive dated February 5, 2017. BNPP and Bathurst now meet these standards and do so through MOU type agreements with other police departments throughout the province and with the RCMP. The RCMP has a regular member strength in excess of 800 (Federal, Provincial, Municipal, First Nations and administrative) and can easily meet all the standards. With a larger regional or municipal force, there is an opportunity to meet more of the standards in house. As an example, the department might be large enough to have its own polygraph section, its own police dog service, have a base of members large enough to have its own Underwater Recovery Team, and possibly other standards / specialized services listed earlier in this report. It possibly could expand its major criminal investigation capabilities by developing more in-house expertise.

The governing authority would be in position to examine any requirement and approve the necessary funds should the service be justified. With a larger base, in many situations, members themselves have part time interests that fit into police requirements, and they can be further developed and become part of in-house activity.

Second Option

As will be noted above, we did not recommend the amalgamation of the Bathurst Police Department and BNPP Department as a recommended option. However, should the favored option not be accepted, this would be a viable second option, that is the joining of the two departments, and expanding to the municipality of Belledune, with no expansion to the unincorporated territories. It is felt the life span of the BNPP Department has expired. It was created when small departments were acceptable and established to meet the specific needs of the time. The study conducted in 2014 mentioned above supported the joining of the two forces, and the study undertaken in 2017 regarding policing Belledune supported the Bathurst Department expanding to Belledune. This would result in creating a larger force to police the area, eliminate the infrastructure issues which face the BNPP and create policing stability in this area of the region. This structure could be supported by store fronts in Belledune and Petit-Rocher.



No doubt someone would wonder why this recommendation does not include the unincorporated areas adjacent to Bathurst and BNPP jurisdictions. The thought here is that if these areas are included, this leaves very little population, with a large land mass, for the RCMP to police. This format would reduce the RCMP resources for policing RCS 3 to a very small number questioning the efficiency of such an operation. By leaving the unincorporated areas untouched, this would allow the RCMP to continue their program, after adjustments for Belledune. Policing for the Region would then rest with two police departments.

8.0 Governance

Should the Chaleur Region Service Commission adopt the recommendation of one police force for the Region, governance should not be an issue, no matter which type of force is selected. As indicated earlier in this report, the Police Act is very clear on the establishment of governing authorities, and the composition of any board. A decision would have to be made as to how to have the Pabineau First Nation represented on the board, possibly as an advisor to the board.

According to the Police Act, section 17, the board must have a representative from each municipality party to the agreement (Bathurst, Beresford, Petit-Rocher, Nigadoo, Pointe-Verte and Belledune), one being a mayor or councilor, and must reside in their respective municipality. The Minister appoints one or more representatives from the region, and they must reside in the region. This is the same composition for both options, i.e. RCMP or new police department. The legislation sets out the duties, requirements of the board.

Governance for the second option would be almost identical to that outlined above where you have municipalities policed by a regional police force.

The New Brunswick Government has established an excellent publication to deal with Police Governance and Oversight in New Brunswick. This publication can be found online and is very detailed as to the responsibilities and duties of the Board and all those supporting the board. It is an absolutely necessary document once a board is established.

As a starting point, the Board could use the current governance / representation model of the RSC Board of Directors – specifically the six mayors plus four individuals representing the region's fifteen Local Service Districts (LSD) where representation of the LSDs is based on population and tax base ratios. It may be appropriate / advisable to have a representative from Pabineau First Nation set on this Board as an 11th member to avoid any tie votes.

In addition to the Board, the Department of Public Safety recommends the creation of various committees to assist the Board in carrying out its role as the oversight authority. Specifically, it is recommended that the Board consider creation of the following committees:

- ✓ Executive Committee
- ✓ Policy & Governance Committee
- ✓ Finance Committee
- ✓ Quality of Policing Committee
- ✓ Negotiating Committee

The function of board committees is to assist the Board with its tasks in the exercise of its authority and responsibilities. The Board may establish standing or ad hoc committees to inquire into and report on any matter within the jurisdiction of the board. The Board will

define the committee mandate and appoint the committee membership. Each committee shall obtain direction from the Board for its activity or mandate and shall report back on its activities on a regular basis. The Board may also delegate tasks and projects to the committees.

It is recommended that serious consideration be made to establish these committees at the onset with clear mandates and responsibilities. The Finance Committee will be a key committee as ultimately, affordability and cost allocation will be key factors in the success of the Regional Police Authority. In order to ensure a workable committee size and to ensure a fairer representation relative to funding partners, it is recommended to be made up of three voting members with representation as follows:

- 1) City of Bathurst (33.9% of population and 40.6% of tax base)
- 2) The other five incorporated areas and (26.8% of population and 33.7% of tax base)
- 3) LSDs (39.3% of population and 25.7% of tax base)

It is recommended this Committee, with assistance from internal and external expertise as required, be mandated with the development of a cost allocation model after 3 years of operation to account for not only population and tax base (as per the current model) but also incorporating crime statistics and calls for service.

While the Police Act is very prescriptive in the membership requirements of the Board, the RSC should endeavor to develop a workable and more representative governance structure which reflects the reality that within the RSC, there are essentially 3 different community structures – each with their own unique requirements and challenges related to policing. The unique characters, pressures, crime profiles and demographics can best be grouped into (1) the urban area of the City of Bathurst, (2) the suburban areas of the 5 incorporated areas and (3) the rural areas of the LSDs. By chance, each of these represent roughly 1/3 each of the combined population & tax base of the region as a whole.

Three equal votes will prevent ties and recognize the relative strength of each of the parties.

9.0 Legal Requirements concerning Municipal / Regional Policing

For ease of reference, the following highlights several important legal requirements that will have an impact on any alteration to present policing arrangements in the Region. In the case of regional police forces, joint boards of police commissioners are mandatory. The Police Act also makes provisions for regional policing authorities for regions policed by the RCMP. Some legislation will be outlined below.

Municipalities in New Brunswick are responsible for providing adequate police services and the Police Act states:

3(1) Subject to subsection (1.1) every municipality shall be responsible for providing and maintaining adequate police services within the municipality.

3(1.1) A rural community or a regional municipality shall be responsible for providing and maintaining adequate police services within the whole rural community or regional municipality as the case may be, if it has made a by-law with respect to the provision of police services under subsection 10(4) of the Local Governance Act

4. A municipality may enter into an agreement

(a) with the Lieutenant-Governor for the policing of the municipality by the Royal Canadian Mounted Police

(b) with the Government of Canada for the policing of a municipality by the Royal Canadian Mounted Police subject to the approval of the Lieutenant-Governor in Council or

(c) with another municipality for the employment of its police force as the police force for that municipality with the approval of the Minister

Under the Police Act – municipality is defined as follows:

“municipality” means a city, town or village and includes, unless the context requires otherwise, a rural community or regional municipality.

Thus, under the Police Act, the Chaleur Region would fall under the definition of municipality.

9.1 Establishment of a Joint Board (Existing Police Depts without RCMP)

17.1(1) Any municipality may with the written consent of the Minister, be a party to an agreement for the policing of a region.

17.1(2) The agreement shall make provision for

(a) the establishment of a board of police commissioners for the region.

(d) the composition of the joint board which shall consist of:

- (i) one or more members representing each municipality that is a party to the agreement, at least one of whom shall be a mayor or a councilor and all of whom shall ordinarily reside in the municipality, and*
- (ii) one or more persons ordinarily residing in the region appointed by the Minister.*

Under the Police Act, board is defined as:

“board “means a board of police commissioners as established under subsection 7(1) .

Thus, this section outlines who is to be represented on the board and forms the governance body.

9.2 Establishment of Regional Policing Authority (Where RCMP Responsible for Policing)

17.01(1) Any municipality may, with the written consent of the Minister, be a party to an agreement whereby a regional authority is established for the purpose of section 17.02

17.01(2)(c) The composition of the regional policing authority which shall consist of

- (i) one or more members representing each municipality that is a party to the agreement at least one of whom shall be a mayor or a councillor and all of whom shall ordinarily reside in the municipality, and*
- (ii) one or more persons ordinarily residing in the region appointed by the Minister.*

17.02(1) The regional policing authority may enter into an agreement with the Government of Canada for the policing of the municipalities within the region by the Royal Canadian Mounted Police, including the taking over of police forces by the Royal Canadian Mounted Police.

9.3 Protection of existing police officers/employees from re-structuring.

The Police Act provides legislative protection for existing employees who might be impacted from changes in structure. Should the RCMP assume responsibility for policing the complete Chaleur Region, Sec. 17.03(1) comes into play and anyone displaced is to be considered for employment and given credit for years of service. Similarly, should a new police force be established in the Region, section 17.1(2)(l) and 17.3(4) afford the necessary protection to ensure transition of displaced employees to the new police force.

10.0 Police Standards

New Brunswick Police Standards were reviewed. These were updated in February, 2017, by the Department of Justice and Public Safety and apply to all police forces in the Province of New Brunswick. The document is extensive and outlines standards/expectations a police department must meet. Particular emphasis is being placed on specialized services that all police departments must meet. Each police Department does not have to comply with all standards on their own, however, where they are unable to comply due to size and depth of the force, they must have in place a memorandum of understanding with another force that can provide that service. The following is a list of specialized services that must be provided by a department, or have in place an appropriate agreement for that service. All involved in the delivery of these services must be trained by a recognized training facility or institution. Services are:

- a) polygraph services;
- b) police dog service;
- c) forensic identification service;
- d) scenes of crime officer (SOCO) or crime scene investigator
- e) crowd control / public order unit
- f) collision reconstructionist, or collision analyst
- g) major/serious crime investigations (included but not limited to special investigations)
- h) explosives disposal;
- i) Emergency Response Team (ERT)
- j) incident commander
- k) hostage negotiator
- l) marine operations; and
- m) Underwater Recovery Team (URT)

Extensive comment will be made in the report concerning these standards as we discuss capabilities of respective police departments in the Region.



11.0 Proposed Staffing Levels

Over time, municipal policing has become increasingly complex and diverse. Canadian municipalities and their police services have a requirement to know how many police officers are required to ensure public safety and help their agency to most cost-effectively meet the demands placed on it, in the face of increasing costs and shrinking revenues. Police services are experiencing unprecedented pressure to reduce costs and demonstrate fiscal accountability.

An increasing number of Canadian police organizations have tried to improve their approach to determining human resource requirements and allocate appropriate human resource levels in order to offer appropriate policing services to provinces, territories, municipalities, and First Nations communities. Their goal is to determine the number of police officers required, as well as the most optimal deployment approach as a function of work period, day of week, and geographic area, in order to meet the demand for high quality policing services. These decisions are based on a particular vision of policing, organizational mandate and expected roles.

The development and use of resource allocation models is still fairly recent in Canadian policing. Law enforcement administrators have access to multiple approaches, ranging from simple to complex ones, each with a range of advantages, disadvantages, and assumptions. Four approaches to staffing allocation are generally used:

- 1) Per capita Approach,
- 2) Minimum Staffing Approach,
- 3) Authorized Level Approach, and
- 4) Workload-Based Approach

The per capita approach estimates the required number of police officers based on an optimum officer rate and population data. There is no generally accepted standard for the optimum number of officers by population.

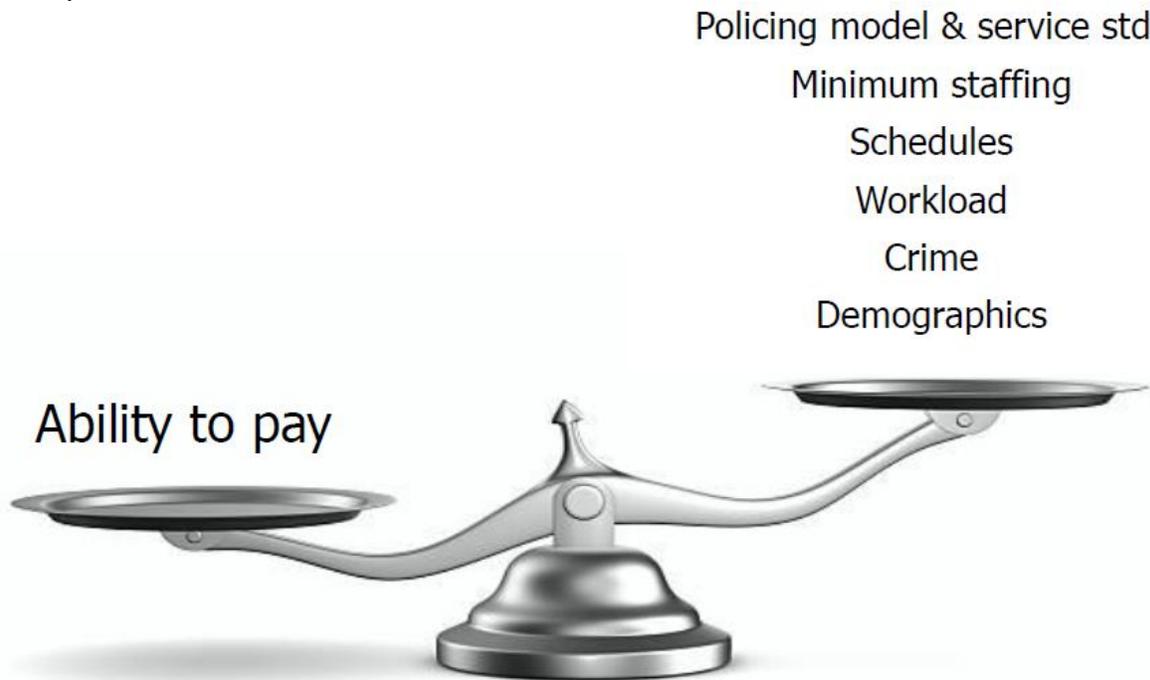
Some law enforcement agencies and police organizations predetermine minimum staffing levels based on past practices, professional judgment as well as knowledge of the policing and environmental context (including area, population and crime trends).

Other organizations use an authorized level approach to identify the number of officers that could be allocated based on budget allocations. The authorized level is a benchmark that can be fixed through a formal staffing assessment considering resource availability and political decisions.

Finally, the workload-based approach is evidence-based: staffing levels are derived from a systematic analysis of the actual or past demand for service. Data sources are generally call for service (CFS) forms/cards, incident reports, operation case records, while complementary data is sometimes collected through interviews or structured questionnaires.

In the specific case of the Chaleur Region and the variety of communities therein, there is an abundance of data for both BNPP and BPD over a significant historical timeframe. The RCMP were only able to produce high level data over a very limited 2 year period. As well, the fiscal realities of the LSDs, the incorporated areas and the City of Bathurst are all equally important drivers going forward in determining the appropriate proposed staffing level for a new regional police force.

This newly formed force presents a unique opportunity to “right size” the staffing level looking specifically at affordability now and in the future for all participating / paying municipal entities.



Empirically and looking at calls for service, geographic area, demographics, minimum service standards and historical crime statistics balanced against affordability – the recommendation is to solicit policing proposals based on:

- 1) A 50 officer staffing complement (resulting in a PPP of approximately 700)
- 2) A 60 officer staffing complement (resulting in a PPP of approximately 585)
- 3) A staffing complement recommended by the service provider with commensurate rationale for same along with pros and cons of the proposed model

It is anticipated that significant savings will be realized from the creation of a single Regional Police Force relative to the current 3 police forces operating in the region. The extent of the savings will ultimately be dependent on the size of the police force and the service provider chosen. For comparison purposes only, if it is ASSUMED the annual all-inclusive cost / budget for policing for a 50 officer force is \$8.0 M (which is a reasonable assumption based on projected cost per officer norms), the resultant allocation using a 50% population / 50% tax base model is shown on Table 2.0

In summary, the comparative results are as follows:

	LSD minus PRS/PRN	Village of Belledune	BNPP plus PRS/PRN	City of Bathurst	Total
Tax Base	\$609.9 M	\$386.0 M	\$520.5 M	\$1,036.0 M	\$2,552.4 M
Population	12,779	1,417	9,017	11,897	35,110
Existing Condition / Status Quo					
Policing Cost	\$2.40 M	\$776 K	\$2.14 M	\$4.38 M	\$9.70 M
Policing cost as \$ per \$100	\$0.39*	\$0.20	\$0.41	\$0.42	\$0.38
Policing cost per resident	\$188**	\$547	\$237	\$368	\$276
Proposed 50 Officer Regional Force (assumed costing)					
Policing Cost	\$2.41 M	\$766 K	\$1.84 M	\$2.98 M	\$8.00 M
Policing cost as \$ per \$100	\$0.395*	\$0.198	\$0.354	\$0.288	\$0.313
Policing cost per resident	\$189**	\$541	\$204	\$250	\$228

* Annual grant of \$812 K effectively reduces this rate to \$0.29 per \$100 of assessed value.

** Equalization grant reduces this to \$124 per person.

The City of Bathurst and the incorporated areas currently serviced by the BNPP will see significant reductions in cost under the new regional policing model while the cost for the LSDs and the Village of Belledune will see their costs remain constant but will benefit from significant improvements in policing with an increased officer count in their areas. The entire region will benefit from a more cohesive and holistic police force charged with consistent policing approaches and methodologies.

If the increase in PPP for the City of Bathurst (425 to 700) creates operational issues and a perceived reduction in commensurate quality below acceptable standards, the 50 person model can be increased with the additional resources “dedicated” to the pressures in the City with the cost allocation assigned accordingly. As previously recommended, once a reasonable period of time has elapsed it would be advisable to adjust the cost allocation model based on sound historical operational data including calls for service and relevant crime statistics.

It is worth noting that a regional force in excess of \$8.0 M a year in costs will result in an increase to the LSD and the Village of Belledune beyond their current levels.

The ultimate decision on force sizing should only be determined and finalized pursuant to a detailed review and evaluation of the pros and cons provided by the various potential service providers in their commensurate proposals.

12.0 Findings & Recommendations

Findings

- 1) The current situation with 3 separate police forces policing a relatively modest geographic area and population inherently creates operational inefficiencies and increased costs. The previous reports / studies into amalgamation / consolidation / regional policing all supported the concept, in whole or in part, of increased efficiency and lower cost associated with a single force. This study supports those findings – there is nothing in the specifics of RSC 3 relative to size, demographics, crime statistics, technology, infrastructure, communications, bilingual requirements, etc.. which would preclude a regional police force being formed and being much more operationally efficient and cost effective.
- 2) All of the various stakeholders interviewed were generally supportive of the creation of a new regional police force. The LSDs indicated concern over the potential for cost increases beyond current levels but also acknowledged the level of service they were receiving was sub optimal and the prospect of increased / better police service at or near the current levels (including provincially funded equalization grants) would be acceptable.

Some of the current participants in the BNPP and the Village of Belledune (under RCMP service) are growing increasingly concerned with the costing of policing and in recent years, have actively investigated alternative policing solutions. Current costing is at the upper threshold of affordability and an alternate, lower cost solution is required.

- 3) In the absence of key data from the RCMP, it is impossible to accurately and fairly compare policing between the 3 forces however it is safe to state that the City of Bathurst is extremely well policed and has costing commensurate with this level of service. From anecdotal accounts, it appears the financial pressures put on the RCMP by the limits of the PPSA has put the RCMP in the position where they have to run vacant positions to meet financial restrictions and this has in turn resulted in the need to provide more of a reactive policing service with increasing emphasis on the use of an alternate response unit (ARU) to deal with non-urgent calls for service. There is an opportunity to “right size” the regional police force to address issues related to short / long term affordability as well as level of service commensurate with industry norms.
- 4) The governance of the regional police force is governed by the Police Act which is fairly prescriptive in terms of membership, accountabilities, etc.. It is felt there are opportunities with the committee structures (reporting to the Board) to ensure the unique concerns / policing challenges of the various constituencies (urban, suburban and rural) are appropriately and fairly represented. In addition, as the new regional police force’s jurisdiction will include the Pabineau First Nation, there is an opportunity to have them participate and be represented.

Recommendations

- 1) Confirm with Public Safety willingness to have RCMP participate in a competitive RFP process to provide a proposal for regional policing services for the Chaleur region.
- 2) Develop a comprehensive and competitive RFP which will set out:
 - a) Minimum resourcing levels required (proposing 50 and 60 officer levels for direct comparison purposes) as well as the ability for proponents to propose other level(s) with commensurate costing and operational pros and cons
 - b) Service and quality expectations
 - c) Financial and non-financial evaluation criteria
- 3) Develop Regional Police Authority Policy and Procedure Manual and establish governance documents / framework.
- 4) Establish costing formula for real property assets (existing Bathurst PD building and satellite offices in Petit-Rocher and Belledune) and other transferable assets which will form part of costs of policing for either potential service provider (RCMP or Bathurst PD / BNPP amalgamation).
- 5) Develop a costing allocation formula which will come into effect after 3 years of consistent and comprehensive actual policing data is obtained which will allocate policing costs between urban, suburban (incorporated areas) and rural (LSD) areas based on population and tax base (as is currently the case) but also with allowances for calls for service and relevant crime statistics.
- 6) Develop a Communications plan for keeping the residents of the region advised as to the status of the initiative and to seek input on specific concerns / issues related to policing in the region and make this information available to the proponents.
- 7) It is essential to keep this initiative moving in a timely fashion such that positive goodwill and momentum is not lost, accordingly it is recommended that timing for above 6 action items is 2 months, followed by a two month period for proposal development by the proponent teams, 2 week evaluation period with final recommendations from the RSC policing Committee to the Board by early May 2019.