



First Nations Police Services:

Building Condition Report & Needs Analysis for N.A.P.S. Detachments in Northern Ontario

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Executive Summary

1. Purpose of the Study

As part of its commitment to effect improvements in the First Nations policing services in Northern Ontario, the Department of the Solicitor General engaged the Real Property Consulting Group, PWGSC, to undertake a preliminary Building Condition analysis of buildings currently used by NAPS in 33 remote communities. More specific undertakings of the study were to determine the utility and remaining life of these facilities in each community, identify what buildings could potentially be restored, and describe what improvements are required to renovate the buildings to an acceptable standard of service.

As directed by SolGen, the present study does not include cost estimates for improving or replacing existing NAPS facilities. A detailed costing analysis will be undertaken, under separate SSA, as part of the options analysis in the second phase of this study.

2. Study Approach

Under the direction of the Real Property Consulting Group, three multi-disciplinary teams from Maintenance Management Services, PWGSC, conducted Building Condition inspections in 26 of the 33 NAPS communities. SolGen deleted 6 communities from the inspection itinerary (3 were regarded adequate at the present time and 3 had no facilities to inspect) and one additional community, Brunswick House, was eliminated because the detachment building burned down shortly before the MMS inspections.

The primary focus of the inspections was to assess the overall condition of the NAPS buildings, determine the remaining life, recommend the most prudent course of action for each facility, and describe the specific needs for each building. An important part of the field assignment was to obtain photographs to support and illustrate building condition and needs. Generally, as noted in the attached MMS reports, building condition and specific improvement needs were determined with reference to the National Building Code, Part 9. Detachment size comparisons were made with reference to the standard RCMP detachment configurations for remote locations.

Results of the field inspections were subsequently documented by MMS in Toronto, and reports for Divisions A and B are appended under separate cover.





It should be noted that all facilities currently used for NAPS police services were inspected, regardless of building ownership or whether or not the buildings were used exclusively for policing purposes. Consequently, the reports include numerous premises that are rented from and located within Band community buildings. In instances where police detachments are in shared accommodation, the proposed improvement needs have been determined only for the space used by NAPS.

3. Findings

Results of the building inspections are summarized in Table 1. Important findings of the inspections are as follows:

- Road accessible detachments are generally in much better condition than those in fly-in locations. Of the 10 road accessible locations, 8 police premises were rated 7 or better (good to excellent). However, most of these detachments occupy an inadequate amount of space in band buildings (from 14 to 34 square meters) and relocation to larger self-contained premises is recommended. Of the 3 detachments that occupy their own building, 2 are beyond repair and were recommended for demolition and replacement.
- The vast majority of detachments in the 16 fly-in (or winter-road access only) locations are accommodated in stand-alone buildings. However, many of these buildings (10) are in poor or very poor condition and are considered to be beyond repair. The remaining fly-in detachments are in fair condition and could potentially be upgraded and used for another 5 – 10 years.
- In comparison with the standard for remote RCMP detachments, none of the NAPS detachments meet the recommended space requirements. On average, the NAPS detachments are less than half the size of the recommended RCMP standard (i.e. 82 m² compared with 192 m²).
- Only 7 of the inspected detachments had some facility for storage of vehicles or equipment. The condition and utility of these additional buildings varies significantly and falls far short of the RCMP standard.
- Only 7 of the 26 inspected detachments have some form of officer accommodation, either in stand-alone residences or in a portion of the station. Most of this residential space is in very poor condition and recommended for demolition.
- As illustrated powerfully by the photographic evidence, the NAPS detachments generally fall a long way short of acceptable facility and operational standards for the RCMP and OPP in remote locations. The detachments are poorly equipped, basic facilities (cells, toilets, etc.) are missing or inadequate, and the buildings are riddled with building code violations.

4. Conclusions and Recommendations

The Building Condition Reports indicate the following conclusions:

- the majority of existing NAPS police detachments are significantly below acceptable standards – both with reference to the National Building Code and current RCMP standards
- stand-alone detachments are generally in poor condition and many are beyond repair
- 6 or 7 stand-alone detachments could potentially be restored and used for another 5-10 years
- detachments in band buildings are generally in much better condition but only average app. 23 m² and should relocate to larger dedicated buildings
- only 7 detachments provide some officer accommodation - 4 of these residences are in poor condition and should be replaced.
- only 7 detachments have some additional space for vehicle or equipment storage.





In terms of next steps, it is recommended that a costing analysis is undertaken to determine the financial benefits of restoring existing buildings. This will require detailed costing of the needs identified in the building condition reports. In preparation for a comprehensive costing study, SolGen and RPCG should define specific standards for detachments and residences.



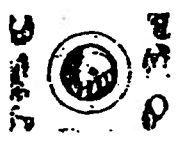


TABLE 1: BUILDING CONDITION REPORT SUMMARY NAPS DETACHMENTS

DIVISION	Current Pupils	Current Officers	NBS Inspected	Existing Station Occupancy	Est. GFA m ²	Condition Rating	Overall Condition	Remaining Life (yrs)	Recommendation	Standard RCVP m ²	Shortage m ²
Renwick	265	2	Hyin	in Band building	44	4	Fair	5-10	relocate to own building	185	(141)
Amoy Island	1,911	4	no	Own building			NA		Self Care adequate in short term		NA
Kohala Town	1,511	4	Hyin	Own building	134	3	Very Poor	1	dem fish and re-build	317	(79)
Lin Albany	911	3	Hyin	in Health Centre	92	3	Poor	11-15	relocate to own building	317	(115)
Mowbray	3,110	6	Hyin	Own building	154	6	Fair	6-11	can be upgraded	235	(76)
New Hut	81	1	Drive in	in Band building	14	4	Good	41	relocate to own building	185	(171)
Whangapoua	141	1	Drive in	in small trailer	17	7	Good	8	relocate to own building	185	(168)
Matukohu	416	1	Drive in	in Band building	14	7	Good	15	relocate to own building	185	(171)
Matangi	411	1	Drive in	in Band building	18	11	Excellent	41	relocate to own building	185	(167)
Hereward House	147	1	no	hereward house			NA		require new detachment		NA
Chapman Highway	33	1	Drive in	in Band building	21	8	Good	25	relocate to own building	185	(161)
Chapman Cove	63	1	Drive in	in Health Centre	34	9	Very Good	35	relocate to own building	185	(151)
Cranswick Lake	1,311	2	Drive in	in Band building	23	9	Very Good	41	relocate to own building	185	(162)
Arundel	302	2	Drive in	Own building	74	7	Good	25	can be upgraded	185	(111)
Total	11,636	31									
DIVISION "B"											
Ikaroa Lake	611	2	no	Own building			NA		Self Care adequate in short term		NA
Cia Lake	465	3	Hyin	Own building	89	4	Fair	5-10	minimal upgrade possibility	317	(118)
Derby Lake	811	2	no	in Band building			NA		Self Care no station or inadequate		NA
Lin Hope	1,111	3	Hyin	Own building	75	3	Very Poor	1	dem fish and re-build	317	(132)
Fort Seven	391	2	no	Own building			NA		Self Care adequate in short term		NA
Kawakawa	725	2	Hyin	in Band building	34	3	Very Poor	5-10	relocate to own building	185	(161)
Kawakawa	391	2	no	in Band building			NA		Self Care no station or inadequate		NA
Kingfisher Lake	411	2	Hyin	Own building	111	3	Very Poor	1-2	dem fish and re-build	185	(77)
Lansdown House	311	1	Hyin	Own building	95	6	Fair	5-10	can be upgraded	185	(92)
St. Mary's Primary	911	4	Drive in	Own building	115	3	Poor	35	minimal upgrade possibility	317	(114)
Summer Bay	311	2	Hyin	Own building	94	1	Very Poor	1-2	dem fish and re-build	185	(91)
North Spirit Lake	311	2	Hyin	Own building	57	1	Very Poor	1-2	dem fish and re-build	185	(128)
Hydrant Hill	395	2	Hyin	Own building	35	3	Very Poor	1-2	dem fish and re-build	185	(139)
Sadler Lake	511	2	Hyin	Own building	143	5	Fair	5-10	can be upgraded	185	(43)
South Lake	2,111	4	Hyin	Own building	78	1	Very Poor	1-2	dem fish and re-build	317	(129)
State Falls	311	1	Drive in	Own building	76	1	Very Poor	1	dem fish and re-build	185	(119)
Wapohu	311	2	Hyin	Own building	38	3	Poor	1-5	minimal upgrade possibility	185	(147)
Whareroa	711	2	Hyin	Own building	118	4	Fair	6-10	can be upgraded	185	(67)
Wieruau Lake	491	2	no	Own building			NA		Self Care no station or inadequate		NA
Total	11,316	42									

Notes: 1) Do not include numbers, officer residences are not included in this facility summary. 2) See Appendix for Standard detachment sizes.

3) Commuter station in italics were not included in the NBS inspections. 4) Architectural floor size (74 m²) excludes residence portion (130 m²)





1. Introduction

1.1 BACKGROUND OF FIRST NATIONS POLICING POLICY

In June 1991 the federal government announced a new First Nations Policing Policy, which has been administered by the Department of the Solicitor General since April 1992. The aims of the policy are:

- to provide First Nations communities with professional, effective and culturally responsive police services;
- to improve safety and security in on-reserve communities;
- to give First Nations a strong voice in the administration of justice as it assumes greater control and responsibility for matters that affect its communities; and
- to ensure that First Nations police services are accountable to the communities they serve.

The First Nations Policing Policy provides for a range of policing options to be available to First Nations communities, including stand-alone police services, developmental policing arrangements to facilitate the transition from one policing format to another, and developing special contingents of First Nations officers within the context of existing provincial or municipal police services. The most prevalent example is the RCMP First Nations Community Policing Service, which consists of regular, fully trained RCMP officers of Aboriginal ancestry.

In an effort to improve its service delivery, the Department of the Solicitor General is now considering a broadly based improvement of the station facilities and the housing of officers in remote locations. Since funding for police services is currently limited to O&M and minor capital expenditures - hence does not provide for new construction or major capital improvement of facilities - the Solicitor General is preparing a Cabinet submission seeking federal capital funding for upgrading First Nations policing facilities to an acceptable standard.

1.2 Driving Factors for the Study

Since commencing the administration of the First Nations Policing Policy nine years ago, the Solicitor General has expanded policing services to First Nations communities in Northern Ontario, primarily through provision of year-round, resident aboriginal police officers to the 33 main communities. Because funding was restricted largely to Operating and Maintenance expenses, provision of suitable accommodation for the police detachments and officer residence was left to NAPS, the local bands and the





officers themselves. As a result, the officers have had to work in facilities and under conditions that are considerably below generally accepted standards for other provincial or federal police units in remote locations.

1.3 Study Objectives and Methodology

Study Objectives

The specific aims of this study are as follows:

- To assess the condition, functionality and adequacy of existing police stations and officer residences in 26 of the 33 communities comprising the Nishnawbe-Aski Police Service (First Nations, Treaty 9 Region) in Northern Ontario
- To identify existing facilities that could be retained and renovated for continued service, and estimate the cost of bringing these buildings to an adequate standard of functionality.
- Identify specific renovations required to bring existing buildings to an acceptable standard.

Methodology

Over the period from August 9 to August 16, three multi-disciplinary MMS teams conducted on-site inspections of 26 of the 33 NAPS communities identified for building condition assessments. The specific aims of the teams were to evaluate the condition of all existing police buildings, identify detailed renovation/upgrading needs and obtain graphic evidence to illustrate existing facility conditions.

The remaining 7 detachments were not inspected either because SolGen regarded the current facilities satisfactory in the short-term (Attawapiskat, Bearskin Lake and Fort Severn) or there were no buildings worth inspecting (Deer Lake, Keewaywin and Wunnumin Lake). Brunswick House burned down shortly before the scheduled inspection.

Assumptions & Terms of Reference

- Stable detachment size. It is assumed for analytical purposes that the number of officers and size of detachments will remain constant over the study period.
- Building condition and renovation needs are determined with reference to the standards specified in the National Building Code, Part 9. Building condition is rated numerically from 0 to 10 and described further as 'very poor' to 'excellent'. Buildings rated 0-3 are generally recommended for replacement.
- Adequacy of current detachment size is evaluated in terms of proposed RCMP standards for detachments in remote locations, as provided by the RCMP Property Management Division. The standard configurations are as follows: Level 2A for 1-2 officers (185 m²), Level 2B for 3-4 officers (207 m²) and Level 2C for 4-6 officers (235 m²).





2. Findings of Building Condition Reports

2.1 Overview of NAPS Operation and Facilities

Communities and Officers

The Nishnawbe-Aski Police Service (NAPS) provides community-based policing services to 33 permanent aboriginal settlements in Northern Ontario. Division A covers the Eastern portion of the territory and includes 14 communities with an average population of 760 inhabitants. Division B serves the Western part of the region and includes 19 communities with an average population of 590. Community sizes range from 33 (Chapleau Ojibway) to 3110 (Moose Factory).

$$\begin{array}{l} A - 10636 \div 215 = 49.4 \\ B - 11206 \div 52.1 = 101 \end{array}$$

At the present time NAPS employs 74 full time officers. 31 in Division A and 43 in Division B, who serve an average of 295 people, representing 343 per officer in Division A and 261 per officer in Division B.

Existing Buildings

Since its inception in 1991, primary emphasis was placed on forming a police force comprised of properly trained officers with aboriginal ancestry. While requests for a permanent, full-time, on-site police force were approved - including modest allowances for rental, operating and maintenance expenses, the Solicitor General was not provided capital funding for constructing new station facilities and officer residences. With exception of 5 communities that have dedicated buildings (owned by ORC), most of the station facilities are accommodated in space owned by, rented from or shared with the band. Typically, the buildings are functionally inadequate, poorly equipped, not properly built-out for police purposes, and in an advanced state of disrepair.

As summarised in Table 1, most of the stand-alone detachments are located in fly-in locations and are generally in relative poor condition. Based on MMS inspections, 10 of these 16 detachments are considered beyond repair and 6 are recommended for possible restoration. Detachments in shared accommodation are typically housed in better quality Band buildings. However, due to the limited amount of available space (average of 23 m²), these detachments do not have adequate facilities for basic police operations. Accordingly, it is recommended that all these detachment are relocated to new facilities.

NAPS currently provides very limited officer accommodations, hence most officers either own their own residences or live with relatives or friends in the community. Only 7 of the inspected communities have



some officer accommodation, most of which is either not used or in relative poor condition. As a result the condition of officer residences is not considered in great detail.

Rental and O&M Expenses

NAPS is currently paying a mixture of gross rent and O&M expenses for all the detachment accommodations. Buildings owned by the Province are provided rent-free and NAPS is only responsible for all or part of the monthly utility costs. Space owned by the band is leased on gross rental basis for amounts ranging from \$350 to \$2150 per month. Detailed records of O&M expenses are not available and, judging from the wide range in monthly costs, do not provide much guidance for estimating future expenses. New estimates for these expenses need to be calculated in any event since the size and quality of the new facilities will be significantly different from the existing quarters.

2.2 Facility Improvement Options

Based on recent figures provided by NAPS HQ, the service presently employs 74 officers (72, according to the MMS reports): 31 in Division A and 43 in Division B. Since staffing in Division B is not expected to change in the foreseeable future, the Division is requesting a total of 43 new officer dwelling units and 19 new or upgraded detachments. The specific number of new units is to be decided by SolGen after reviewing the findings of the Building Condition Reports and determining which detachments can be restored and retained for continued service.

Division A apparently requires more manpower and has requested 5 additional officers. If this requirement is approved, the Division will need a total 36 new officer residences. Division A also needs a minimum of 10 new, stand-alone detachment buildings. According to the MMS building condition reports, 4 of the existing police stations could be restored for continued use.

Basically two options are under consideration:

- **Renovate + New Construction.** The first option for improving NAPS facilities to an acceptable standard, is to renovate and expand the maximum possible number of existing attachments, and meet the remaining requirement by new construction. A comprehensive costing analysis will be required to determine the long-term financial benefits of this option. Since almost none of the existing officer residences meet acceptable standards, this whole requirement would have to be met by new construction. It should be noted that in many instances the cost of new prefabricated buildings may in fact be less than the combined cost of rebuilding and expanding existing detachments.
- **New Construction Only.** The second alternative is to meet the full requirement for detachments and officer residences through new construction. While this alternative may be more costly in the short term, there may be substantial long term benefits, both from a financial and operational perspective, to build new facilities to a uniform standard in all the NAPS communities.





3. *Conclusions and Next Steps*

3.1 Conclusions

Based on the MMS field inspections and Building Condition Reports it would appear that the majority of existing NAPS police detachments are significantly below acceptable standards, both with reference to the National Building Code and compared with recommended configurations for equivalent RCMP police units. Accordingly, most of the existing facilities should probably be replaced with new facilities immediately or in the very near future.

Buildings that are used exclusively for NAPS are generally in poor condition and, in most instances, beyond repair. For the 6 or 7 detachments that could potentially be restored, it must be determined if the upgraded buildings can meet SolGen's size and utility standards. While the condition of NAPS premises in Band buildings is considerably better, the amount of available space (an average of approximately 23 m²) must be regarded as totally inadequate for a functional police detachment. Accordingly, most of these detachments should be relocated to new facilities.

3.2 Next Steps

In terms of next steps, it is recommended that a costing analysis is undertaken to determine the financial benefits of restoring the detachments that have been identified as upgrade possibilities. This will involve detailed costing of the needs identified in the MMS reports, as well as specific direction from SolGen about which detachments should be considered for restoration.

In summary, the following next steps are recommended:

1. Define overall and specific standards for each location.
2. Costing of the Renovate + New and New Only options.
3. Estimate applicable operating and maintenance costs.
4. Prioritize the sequence of upgrading and/or new construction for the 33 NAPS communities.
5. Complete a financial analysis to compare the funding requirement and total cost of accommodation over the required investment horizon.

