



NIAGARA REGIONAL POLICE SERVICE

Police Service Board Report

PUBLIC AGENDA

Subject: 2025 Budget – Service Partnership Funding Model Framework
Report To: Chair and Members, Niagara Police Service Board
Report Date: 2024-06-28

Recommendation(s)

That the Niagara Police Service Board (Board) authorize the Chief of Police to implement the funding model framework as presented and prepare formal agreements with the Service partnership agencies for the 2025 budget cycle for Board consideration.

Key Facts

- At the 2024 Budget deliberations, the Board directed the Niagara Regional Police Service (Service) to consider developing a funding model framework that would establish policy on how the Board and Service will fund the 4 organizations.
- Since 2009, the Board and Service have established partnerships with 4 agencies – Crime Stoppers of Niagara, Kristen French Child Advocacy Centre of Niagara (KFCACN), Victim Services Niagara (VSN) and Niagara Safety Village.
- The total amount of direct funding for the 4 agencies of \$275,000.00 and additional resources of \$232,254.00 is funded by the 2024 operating budget.
- Except for Crime Stoppers of Niagara, there are no formal partnership agreements between the parties that directly address the funding commitment.

Financial Considerations

The 2024 operating budget includes direct funding in the amount of \$275,000.00 plus additional resources of \$232,254.00 committed to the partnership for a total commitment of \$507,254.00.

The recommendation will commit these funds for the 2025 operating budget at the 2024 budget levels.

Analysis

In the 2009 operating budget, a program change was approved to provide funding for the 4 partnership agreements at an annual cost of \$50,000.00 per agency. Limited information is available regarding the reasoning for the funding commitments. In 2015, the KFCACN funding commitment was increased by \$50,000.00 and in 2024, the Victim

Services Niagara (VSN) funding commitment was increased by an additional \$25,000.00. Appendices 1 - 4 provide background on each of the 4 agencies, its partnership with the Service, benefits derived from the partnership, and the 2024 operating budget commitment.

Of the 4 agencies, only Crime Stoppers of Niagara has a memorandum of agreement signed in 2019 for a 5-year period. The Board has an agreement with KFCACN and Family and Children Services Niagara for Use of Site Agreement signed for the 2023-2025 years. This agreement does not address the funding commitment for the direct funds included in the 2024 operating budget.

In October 2023, during the 2024 budget deliberations, the Board directed the Service to consider developing a funding model framework that would establish how the Board and Service will fund the four organizations identified in the Service Operating budget – VSN, Crime Stoppers Niagara, Niagara Safety Village and the KFCACN for the 2025 budget process.

In November 2023, the Board approved the formation of a Police Foundation, as a separate charitable entity that would administer community programs focused on building safer communities in the Niagara Region as well as support other programs offered by other community agencies through the form of donations.

Under the Community Safety and Policing Act (CSPA) Section 11, the Board is responsible to provide adequate and effective policing for the community. Section 13 limits the Board to members employed by the Board to perform the policing function as defined under Section 14 (3) or to another Police agency. Except for the policing function, there is no provision within the CSPA to prevent the Board from contracting out services to non-police entities in support of the provision of adequate and effective policing.

The Board has directed the Chief to recommend a funding model framework to be used for the 2025 Budget year. Although there are various approaches to establishing a funding model framework, there are basic elements as follows:

1. Eligibility criteria – funding models include a purpose statement, eligibility criteria, the types of expenses eligible, establish funding caps, requirement to provide financial information as proof of solvency. Often in funding agreements, there is an initial stage where information is gathered to determine eligibility and financial solvency to ensure the funding partner to reduce its financial risk.
2. Assessment criteria –the agreements may include assessment criteria to measure whether the outcomes were achieved.
3. Reporting requirement - a mechanism for reporting the outcomes and uses of funds to the funder is often included in a funding model.

A contractual agreement between the two parties outlining the above elements is customary in most partner agreements and recommended for the Service to implement. The benefits to establishing a funding model framework are clear expectations developed by the two parties, funding caps and criteria is pre-determined, and with a requirement to report back to the Service ensures accountability of the agency entrusted with public funds. Risks associated with this model could be failure to meet the established eligibility criteria and therefore the agency could risk financial hardship with the loss of funding.

For the 2025 budget year, the Service is proposing that the 4 Service partners complete an application template to establish the goals this shared partnership will achieve. This process will ensure the Board and Service are utilizing budget funds to achieve the Service mandate and to measure benefits to the residents of Niagara. Appendix 5 is a draft of the application instruction and guidelines document that will be issued along with an application template.

In conclusion, the Service currently is engaged in four Service partnerships with community agencies. Of the four partnerships, only one has a contractual agreement in place related to the direct funding commitment. Based on the review of each of the four agencies, the Service is well positioned to engage in discussions with these agencies to develop a funding model framework that will define expectations and highlight mutually beneficial outcomes to ensure a long-term sustainable partnership.

Alternatives Reviewed

An alternative funding option to consider for community partners is support from the newly created Police Foundation. It is the Board's intention that any donations to community partners be funded by the monies raised by the Foundation; this could include funding to support community partners currently dependent on the Service's Operating budget. Service partnerships that meet the mandate of the Foundation, which is focused on community programs that build safer communities could be eligible for funding from this alternate source.

Relationship to Police Service/Board Strategic Priorities

The Budget preparation process is conducted in consideration of regional objectives, with efforts to balance the information requirements of the Region, as outlined in the Municipal Act with the accountabilities of the Board under the CSPA.

Relevant Policy Considerations

Municipal Act

Community Policing and Safety Act

Region By-Law 2017-63 Budget Control for the Regional Municipality of Niagara

By-Law 412-2024 Financial Reporting, Control and Procurement of Goods and Services in the Niagara Regional Police Service

Other Pertinent Reports

Not Applicable.

This report was prepared by Nicole Abbott, Detective Sergeant/Executive Officer to Deputy Chief of Operational Services, Laura Rullo, Finance Manager, Michael Ryan, Detective Sergeant/Executive Officer to Deputy Chief of Support Services. Recommended by Luigi Greco, Deputy Chief, Support Services.



Submitted by:

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Chief of Police

Appendices

- Appendix 1 Crime Stoppers of Niagara
- Appendix 2 Kristen French Child Advocacy Centre
- Appendix 3 Niagara Safety Village
- Appendix 4 Victim Services Niagara
- Appendix 5 Service Partnership Funding Agreements Application Instructions and Guidelines

Appendix 1: Service Partnership Review

Program Name:
Crime Stoppers of Niagara
MOU: Police Service Board and Crime Stoppers of Niagara Inc Five Year Agreement Signed 2019
Service Delivery Model
<p>Crime Stoppers of Niagara Inc. is located at 198 Cushman Rd in the City of St. Catharines. Crime Stoppers is non-profit registered community charity that is focused on building safer communities in the Niagara Region since 1985. It's commitment is led by empowering residents to take an active role in keeping their neighborhoods safe and reporting on suspicious activity, and providing tips on unsolved crime.</p> <p>Crime Stoppers relies heavily on funds raised to support the program by partnering with members of the public, the media, and the criminal justice system. Through crime prevention strategies, the organization has become a trusted and reliable resource for community members who are looking to make a positive impact in their neighborhoods. Crime Stoppers of Niagara is an invaluable asset to the Niagara community.</p> <p>There are no published annual or financial reports available on the agency's website.</p> <p>Crime Stoppers is governed by a Board composed of citizen volunteers and two part-time paid office assistants. The program actively solicits anonymous information from the community, which in turn is forwarded to the police service to solve crimes, recover stolen property, and apprehend offenders. All information, tips, and administration of the program is carried out at the Cushman Road location.</p> <p>As a partnering agency, a member of the NRPS serves as the Program Coordinator. The Crime Stoppers program is provided one constable, office space, one NRPS network computer and telephone within 3 District. The NRPS also contributes to any training or conferences the constable requires. The current constable assigned to this position is on a modified/ accommodated work program.</p> <p>Officers regionwide are encouraged when making appeals for information, when appropriate, to consider encouraging the reporting of information to the police service directly or anonymously to Crime Stoppers. This can be done via telephone, website or text messaging.</p> <p>The Staff Sergeant of Major Crime advised that this program plays an integral part to all investigations, investigators heavily rely on this source of information. The Ontario Major Case Management System requires investigations to be focused, methodically controlled as well as to collect and manage the information and results. (i.e., tips, messages and phone records). If this is not achieved in this manner inadequacies appear which affects the judicial process as every piece of information collected and every action taken has the potential to be dissected during court proceedings.</p>

Appendix 1: Service Partnership Review

The Board entered into an agreement with Crime Stoppers in 2019 for a five-year period. The agreement outlines the responsibilities of the two parties, the resources and funding amounts to be paid to Crime Stoppers.

The following is a data for the years 2019-2023

Status	2019	2020	2021	2022	2023
Tipster is victim-ineligible for program	4	0	4	12	8
Closed due to tipster self-identifying	53	88	58	55	36
Information	0	312	507	267	278
Assigned to another CS Agency	4	1	0	1	0
Open	2	3	6	1	4
Under Investigation	1	0	1	2	0
Cleared by Arrest	49	56	21	26	39
Cleared Other	62	309	299	465	440
Information Only	592	424	206	405	578
Unfounded	124	97	49	24	34
Unverified	117	72	55	105	60
Already Known	89	48	52	60	152
No Dispo Received	1	398	0	0	24
Other	0	0	1	0	0
Unknown	13	25	23	7	9
TOTAL	1,111	1,833	1,282	1,430	1,662
Arrests	27	66	31	32	43
Cases Cleared	23	43	17	26	28
Charges Laid	91	147	95	53	126

Appendix 1: Service Partnership Review

This agency supports the Boards mandate to provide adequate and effective policing in the Niagara Region by assisting with crime prevention and law enforcement by way of anonymous tips. The importance of anonymity for the public allows the individual to be confident that they will not face retribution when speaking directly to a police officer. Tips from anonymous source, although not always reliable, are a key component to a complete investigation.

2025 Budget Impact:

Account Description	Amount
Service Partnership Expense	\$50,000
AUS: 1 Police Constable	
Salary	117,566
Benefits	35,270
Training Costs	3,000
Office Space in kind	-
Total – Annual Impact	\$205,836

Appendix 2: Service Partnership Review

Program Name:
Kristen French Child Advocacy Centre
MOU with Agency: Use of Site Facility Memorandum of Agreement between the Board, Family and Children Services Niagara and Kristen French Child Advocacy Centre, signed Feb 2024 for the period of 2023 to 2025.
Service Delivery Model
<p>The Kristin French Child Advocacy Centre (CAC) located at 8 Forester Street in the city of St. Catharines opened in 2008. It is a charitable organization that relies on donations, grants and funding partners from community members and businesses for financial support. Their mission statement is to service children and families in the Niagara Region who have been impacted by child abuse. It offers a multi-disciplinary approach for three partner organizations NRPS, Family and Children Services Niagara (FACS) and Family Counselling Centre Niagara (FCC). The basic concept of the CAC is that it is a place where a child only needs to tell their story once as opposed to multiple times to multiple agencies.</p> <p>The CAC is staffed primarily through FACS and offers a variety of programs for child victims including child counselling and parallel investigations in partnership with the Niagara Regional Police Service (NRPS) Child Abuse Unit (CAU)</p> <p>Beginning in 2009, NRPS provided funding in the amount of \$50,000 per year. Over the years this amount increased and the NRPS now provides \$100,000 per year in charitable funding.</p> <p>The Centre publishes an annual report, the 2022 annual report included a Treasurers report that provided detail information on 2022 gross revenues to be \$571,469, where the NRPS contribution represents approximately 17.5% of gross revenues received for the year.</p> <p>The CAU is the only unit within the NRPS that utilizes the CAC. While not all child interviews take place at the CAC it is still a space that is regularly used by CAU investigators for the purpose of conducting child interviews and other duties relating to child abuse investigations.</p> <p>The CAC has space within the building that is dedicated for use exclusively by the NRPS as well as shared space that is used by both FACS and the NRPS. The following is a summary of the space within the CAC that is used by the NRPS:</p> <p>Secure Office Space/Report Writing Room There is a small office with desk space and two NRPS network computers. There is also a gun locker in this office. This office is exclusively used by the NRPS and can only be accessed by members of the NRPS.</p> <p>2 Child/Family Interview Rooms There are two interview rooms within the CAC that are set up for child and family interviews. These rooms are equipped with fixed NRPS video recording cameras that are connected to the Liberty recording software, linked to the NRPS network. This is a shared space used by both FACS and the NRPS however FACS cannot access the recording system without a NRPS investigator present to provide network access.</p>

Appendix 2: Service Partnership Review

One Video Monitoring Room

There is a small video monitoring room within the CAC that is equipped with an NRPS computer and monitor that allows for the monitoring and recording of the interviews conducted in the child/family interview rooms. This is a shared space used by both FACS and the NRPS however FACS cannot access the recording system without a NRPS investigator present to provide network access.

Note that all network hardware and video recording equipment is provided and maintained by the NRPS.

Note that the CAC is not a 24-hour facility however, NRPS CAU Investigators do have 24 hour access with keyed entry to allow for afterhours interviews.

The following is a summary of interviews held at CAC for the 2023 reporting period:

Joint Interviews (with FACS)	72
NRPS Interviews (without FACS)	36
2023 Total	108

Interviews jointly held with FACS are generally conducted during business hours and without FACS after hours.

This agency supports the Boards mandate to provide adequate and effective policing in the Niagara Region by assisting with crime prevention, law enforcement and victims of crimes. Child abuse investigations identify offenders and remove children from unsafe homes by enforcing the laws outlined in the criminal code. The core function of the building is to provide victims of child abuse a safe space to be interviewed and participate in a police investigation. This agency further assists victims of crime by offering immediate access to counselling and other support programs on site.

2025 Budget Impact:

Account Description	Amount
Service Partnership Expense	\$100,000
Total – Annual Impact	\$100,000

Appendix 3: Service Partnership Review

Program Name:
Niagara Safety Village
MOU: No agreement exists
Service Delivery Model
<p>The Niagara Safety Village is located at 100 Niagara College Blvd. in the City of Welland. As a registered not-for-profit organization, the Niagara Safety Village provides hands on safety and injury-prevention educational programs to the residents of the Niagara Region and Haldimand/Norfolk County since 2003. The Safety Village derives revenue from special event activities and donations.</p> <p>There are no annual or financial reports available to the public on the agency's website however names the Niagara Regional Police Service as one of several partners.</p> <p>The Niagara Safety Village focuses on interactive education utilizing an onsite miniature village. The instructors are police officers, auxiliary police officers, firefighters, paramedics, and emergency management team members. The goal is to teach personal safety and injury prevention to school-age children. Students get the chance to participate in different activities, demonstrating all they have learned inside the classroom. The children learn to have fun while being safe.</p> <p>The Safety Village is governed by a Board composed of citizen volunteers. The daily operations are run by a paid executive director and office assistant. The Niagara Safety Village receives significant contributions from the Niagara Regional Police Services Board and from various fire departments in the Niagara Region.</p> <p>As a partnering agency, a member of the CORE Unit serves as the community engagement officer/instructor at the safety village. The peak times for instruction are from September to June, when programs are running. The CORE officer also assists with two bicycle safety programs that are a week in length during July and August. This position does not require the officer 40 hours /week. The safety village does not house any other NRPS assets.</p> <p>The Niagara Safety Village does offer the NRPS full use of their facilities, in kind, after hours.</p> <p>Although there is an educational component to this program to teach children community safety such as rules of the road, personal safety, bullying and bike safety, the requirement to provide education is not a function of adequate and effective policing as defined under the Act.</p>

Appendix 3: Service Partnership Review

2025 Budget Impact:	
Account Description	Amount
Service Partnership Expense	\$50,000
AUS 0.5 FTE (Core Unit Mar-Jun and Sept-Nov)	-
Salary	58,783
Benefits	17,635
Total – Annual Impact	\$126,418

Appendix 4: Service Partnership Review

Program Name:
Victim Services Niagara
MOU: No agreement exists on partnership agreement. Memorandum of Understanding -Victim Services Niagara & NRPS – Disclosure of Personal Information, 2016. The Service has in place the following protocols with the agency: Victim Assistance Protocol, 2001 Sexual Assault Response Protocol, 2020 Anti-Human Trafficking Response Protocol, 2023
Service Delivery Model
Victim Services Niagara (VSN) is a community-based, non-profit organization that utilizes trained staff and volunteers to deliver crisis intervention, information, and referrals services to victims of crime and tragic circumstances referred from emergency services. There are no annual or financial reports available to the public on the agencies web-site however, the Niagara Regional Police Service is named as a funder. VSN is comprised of four full time employees that work out of Niagara Regional Police Headquarters. This includes one supervisor and three permanent front-line workers. There is currently a temporary full-time employee that is funded by the victim and survivors of human trafficking grant. This grant funding expired in March 2024 however the position remains in place as VSN is optimistic that grant funding will be renewed. In the meantime, this human trafficking VSN worker is being temporary funded by VSN fundraising dollars. VSN is provided office space within NRPS Headquarters at no cost. VSN utilizes NRPS technology services however they are billed by the NRPS for any hardware provided as well as tech support. VSN provides a variety of services to victims of crimes and their families. This includes victim crisis assistance, safety planning, victim quick response program as well as managing the mobile tracking emergency response system (MTERS). The MTERS program is essential for the safety of high-risk domestic violence victims. The services of VSN are available to all members of the NRPS however, VSN is primarily utilized by the following units:
Domestic Violence Unit
VSN is engaged in most domestic violence incidents, particularly when charges are laid. In these types of cases VSN relieves domestic violence investigators of some of the responsibilities with respect to victim care to allow investigators to divert more of their time to the investigation itself. Victims who are deemed to be at high risk are enrolled into the MTERS program by VSN.
Sexual Assault Unit
VSN is engaged regularly during sexual assault investigations typically only those which result in charges laid. In these types of cases VSN relieves sexual assault investigators of some of the responsibilities with respect to victim care to allow investigators to divert more of their time to the investigation itself.

Appendix 4: Service Partnership Review

Human Trafficking Unit

The relationship between the Human Trafficking Unit and VSN is unique in that a dedicated human trafficking VSN worker has been onboarded because of a human trafficking grant funding. This human trafficking VSN worker is utilized for victim care in the majority of NRPS human trafficking investigations.

Uniform Patrol/District CIB

Officers regionwide utilize VSN routinely to assist with victims and family members who need care resulting from a call for service. This care is primarily in the form of their victim crisis assistance program. As an example, full time or volunteer VSN workers are routinely called to the scene of a sudden death to assist the grieving family while police and the coroner conduct the death investigation.

The following is a summary of VSN activity as it pertains to the NRPS over a three-year reporting period:

	2021	2022	2023
Special Victims Units (DVU, SAU, HTU)	629	472	589
District Operations (Uniform Patrol/District CIB)	553	437	476
Total	1,162	909	1,065

This agency supports the Boards mandate to provide adequate and effective policing in the Niagara Region by assisting with crime prevention, law enforcement and victims of crimes. By administering the MTERS program, VSN supports crime prevention and law enforcement by providing police with a means to intercept and interrupt serious life-threatening offences in progress through an emergency response. Further, the agency supports the Board's mandate by offering victims of crime and their families the much-needed support resulting from a crisis or tragic event.

2025 Budget Impact:	
Account Description	Amount
Service Partnership Expense	\$75,000
Office Space In Kind	-
Total – Annual Impact	\$75,000

Appendix 5

Niagara Regional Police Service

SERVICE PARTNERSHIP APPLICATION

INSTRUCTIONS AND GUIDELINES

(DRAFT)

Service Partnership Funding Agreements

Introduction:

The Regional Municipality of Niagara Police Service Board and Service are seeking partnerships with organizations to support adequate and effective policing to the community of Niagara Region.

Governed by the Community Safety and Policing Act, 2019, subsection 11 (1) as follows:

Adequate and effective policing means all of the following functions provided in accordance with the standards set out in the regulations, including the standards with respect to the avoidance of conflicts of interest, and with the requirements of the Canadian Charter of Rights and Freedoms and the Human Rights Code:

1. Crime prevention.
2. Law enforcement.
3. Maintaining the public peace.
4. Emergency response.
5. Assistance to victims of crime.
6. Any other prescribed policing functions.

The maximum funding available for all service partnerships combined is currently \$275,000. This amount will be reviewed and established annually as part of the Service's operating budget process and subject to Regional Council approval of the Consolidated Levy Budget.

This document includes important information on the eligibility criteria, assessment criteria, as well as the grant process.

Eligibility Criteria:

- The agency must operate within the Niagara Region and provide services to the residents of Niagara.
- The agency must be registered as a not-for profit or charitable organization.
- The agency must demonstrate an alignment to the Police Service that would support the functions of adequate and effective policing or support the Boards Strategic Plan.
- The agency must be financially solvent and can provide documentation such as financial statements or bank letter.

Service Partnership Funding Agreements

Eligible Costs:

- Salaries and benefits for staff employed by the agency.
- Operational supplies such as cell phone, software, rent, office, utilities, office supplies etc.
- Repairs and maintenance on building and equipment.
- Training costs
- Program costs to support the client base.

Non-Eligible Costs:

- Capital costs associated with buildings.
- Travel costs
- Advertising and Promotion
- Fundraising events
- Interest and debt charges

Project Timeframe and Funding Parameters:

The funding agreement will be for a three-year period from January 1, 2025, to December 31, 2027.

Although the application will be for a three-year period the approval of annual funds will be announced 10 business days following the approval of the Niagara Region Police Service Operating Budget.

Payments will be disbursed as follows:

1. Installment #1 - 45% of the annual funding amount will be paid Jan 15, 20xx
2. Installment #2 - 45% of the annual funding amount will be paid July 1, 20xx.
3. Installment #3 - 10% paid after submission of the final report.

The submission of a final report will be due by Feb 28th of the following budget year.

Outcomes & Performance Indicators:

Each funding recipient will be required to track and report on the following performance outcomes:

1. Number of Activities/Services delivered.
2. % Administration costs to total agency costs.
3. Number of Interactions with Community Members.

Service Partnership Funding Agreements

4. Number of Interactions with Niagara Regional Police Officers.

Performance Indicators unique to your agency

- Please provide a minimum of 2 performance indicators that are unique to your agency. These indicators should highlight your agencies relationship with the Niagara Regional Police Service or the local community.

Assessment Criteria:

In the chart provided in the package please ensure your submission includes the following information. Each submission will be evaluated based on points outlined below.

1. Partnership Benefits

- a. What specific programs in your agency support the mandate of the Police and the community.
- b. Identify the impact your agencies programs have on the community and the alignment with the Board Strategic Plan or the adequate and effective policing functions.
- c. Highlight the specific skills offered by your agency that would augment the skills offered by the Police Service
- d. Identify what specific project or initiative your agency is considering as an enhancement.
- e. Detail the activities and the timeframe.

2. Budget

- a. Provide expenditures to be covered by the funding.
- b. A detailed description of each expense.
- c. Financial statement or proof of solvency provided.

3. Performance Measures

- a. Include Baseline metrics
- b. Include Targets to achieve
- c. Number of metrics identified

Contractual Agreement:

Upon review of the information provided by the agencies, and selection, the Service will draft memorandums of agreement between the Board and the Agency outlining the expectations and terms.

Service Partnership Funding Agreements

Application Submission:

All applications are to be submitted to the chiefofpolice@niagarapolice.ca by the application due date.

Application Due Date:

The Niagara Regional Police Service will be accepting applications for a funding partnership agreement by August 31, 2024.

Assistance:

For questions related to the application form please email the following:

chiefofpolice@niagarapolice.ca