

 <p>The Corporation of The City of Dryden</p>	<p>STAFF REPORT</p>	<p>For Administration Use Only:</p> <p>Meeting Date: Special COW May 2, 2019</p> <p>Open [X] Closed []</p> <p>Approved for Agenda: [CAO]</p> <p>Report No. AD-2019-18</p>
<p>Date Submitted:</p>	<p>April 20, 2019</p>	
<p>Title:</p>	<p>Police Costing Committee Final Recommendation to Council – OPP Policing Proposal</p>	
<p>Prepared by:</p>	<p>Police Costing Committee (Presented by Roger Nesbitt, CAO)</p>	
<p>Department:</p>	<p>Administration</p>	

Recommendation:

THAT, Council receives the Police Costing Committee recommendation to not accept the OPP policing proposal at this time; and,

THAT, Council takes the Police Costing Committee’s recommendation into consideration when Council makes their final decision to either accept or reject the current OPP policing proposal on behalf of the City of Dryden; and,

THAT, Council provide direction to staff to change the date of the May Council Meeting from May 27 to May 21, 22 or 23.

Background:

The City of Dryden has been engaged in an OPP contract policing review process since June of 2017. The following is a summary of the timeline and significant events involved in this process;

- **June 22nd, 2017** - by council resolution, City Council directed staff to request an OPP Costing Proposal for the purpose of comparison to DPS.

- Soon after the request was made to the OPP, City Council formed the Police Costing Committee, a committee of council. This committee consists of voting members and non-voting members;
 - Voting members are Councillor MacKay, Councillor Martin MacKinnon, Councillor Bush, Police Services Board Chair Judi Green and Andrew Skene, who is our public representative
 - Non-voting members are the DPS Police Chief, City CAO (committee chair), City Treasurer, City Clerk and Deputy Clerk
- The Police Costing Committee has been meeting monthly since September 2017 with the mandate to;
 - establish a communication protocol to ensure openness and transparency;
 - collect information to facilitate the OPP costing proposal;
 - facilitate a timely process of information collection, report preparation and analysis;
 - gather information from other municipalities who have switched to OPP and evaluate the cost and level of service as quoted to actual experience;
 - recommend “expert” services to Council as required to ensure an unbiased evaluation as well as assist in the public consultation process; and,
 - Provide City Council with a final recommendation regarding the acceptance of the OPP costing proposal.
- **September 25th, 2018** - the Police Costing Committee issued an RFP seeking proposals for consulting services to aid the City in the study and analysis of policing services. The CAO and DPS Chief performed a detailed review of all submitted proposals and both strongly agreed that MNP was the most qualified and objective agency. MNP was awarded the contract in December 2018.
- **November 28th, 2018** - Council received the OPP costing proposal at a special Committee of the Whole meeting. From that date, Council had 6 months to come to a decision on the OPP proposal. This means May 28th, 2019 is the deadline.
- **December 19th, 2018** - the policing study kickoff meeting was held with MNP and the Police Costing Committee.
- **March 4th, 2019** - MNP delivered their final report to council at a Committee of the Whole meeting.
- **March 12th, 2019** - a public survey was released by MNP as part of the public consultation process. The survey was intended to gauge public opinion in certain aspects of the OPP costing proposal.
- **March 21st, 2019** – two separate public consultation meetings were held with community stakeholders and members of the public.
- **April 10th, 2019** – the MNP survey results was shared publicly.
- **May 2nd, 2019** - the Police Costing Committee will present the committee’s recommendation to council.

City Council has until May 27th, 2019 to inform the OPP if the City of Dryden will accept the contract policing proposal.

Discussion:

Committee Analysis

Governance:

Police Costing Committee members reviewed aspects of the OPP and DPS governance models including oversight, flexibility and control that the Police Services Board (PSB) has within the two models. Key considerations were as follows;

- A Section 10 board (OPP) would see the PSB lose direct control of hiring the Chief of Police and the ability of holding the Chief Police directly accountable for police services operations.
- A Section 10 board would see the PSB lose direct control of the police services financial budgeting process and labour negotiation responsibilities with the caveat acknowledged that when contractual bargaining moves to binding arbitration, final control rests with a 3rd party in both models.
- A Section 10 board would provide reduced liability exposure for the municipality.
- A Section 10 board would see direct control pertaining to what policing services are provided in the community reduced. It was acknowledged that feedback from other communities regarding this point had been positive regarding the OPP acting on recommendations made by the Section 10 board. The reoccurring message received from other communities was that a positive and collaborative relationship between the board and the OPP Detachment Commander was key.

Overall, the voting committee members felt that there was a loss of control with the Section 10 board but, in the event that the decision is to accept the OPP policing proposal, the Section 10 board would be acceptable.

Service:

Committee members evaluated and considered the service delivery models of both DPS and OPP including the types and level of service. The review included; deployment models, staffing levels, service provision and officer skills and abilities. Key considerations were;

- Both forces are professional and have well trained and very capable officers to provide enforcement.
- The OPP do have highly trained officers on specialty teams and those services are available to assist DPS when specific skills and assets are required by DPS.

- The approach used by DPS regarding the full time CSO and the community engagement realized by that approach is highly desirable and is something that the Committee felt should continue. The OPP proposed a CSO covering several communities, with the majority of the CSO's time being spent in Dryden.
- The integrated deployment model used by the OPP may see officers periodically reduced/removed from within the municipal boundaries. This was seen as a negative with the OPP model but at the same time, the integrated model lends itself to dealing with peak demands within the municipal boundaries by flowing resources from other zones or detachments to the municipality. This was seen as a positive to the integrated model.
- The OPP proposal showed an increased number of officers, compared to DPS's current staffing levels, to provide enforcement services to the City of Dryden. This was seen as a positive, but this officer increase would come with a financial impact to the City during the transitional period. It was also noted that the Dryden OPP detachment has a higher overall number of uniformed officers working from the Dryden location, albeit assigned to other zones and tasks outside of the proposed City of Dryden zone.
- Response times for both forces are not tracked. Response times are a factor of officer availability and can be impacted by such in either model.

After consideration of available service related information and input from the public consultation process, the majority of voting committee members felt that both forces can and do provide adequate and effective policing enforcement services. The committee also recognizes that there are currently no significant issues with DPS service delivery and feedback from community stakeholders and the general public strongly support this.

Financial:

The Police Costing Committee reviewed the financial aspects of the OPP proposal including; upfront costs (one-time and transitional) that would be incurred by the City and the ability of the City to afford these upfront costs, the current and projected comparison to DPS costs within the transitional period as well as within the OPP billing model, the projected (estimated) financial savings, DPS historical costs, historical DPS call for service types and volumes and comparisons to OPP costs for other municipalities. Key points of consideration were;

- An estimated \$4.54 million upfront investment would need to be made by the City of Dryden to allow the acceptance of the OPP policing proposal. The committee acknowledges that the estimated upfront cost can vary depending on disbandment costs which contain variables that could change the estimated cost in a very material manner.
- OPP projected annual savings in the MNP financial model shows an estimated savings, starting in Year 5 and continuing annually, to be close to or exceeding

\$1 million. This projection seems to be supported by comparing other municipal OPP costs. The majority of committee members felt that due to the assumptions around operational costs and call for service increases that were required to build the financial projection, there is risk associated with fully realizing the estimated savings.

- It was confirmed by City staff that if the OPP policing proposal was accepted, the upfront costs could be financed by utilizing approximately 50% of the estimated 2019 year end City reserves and also restructuring (refinancing and extending) current City debt repayments to accommodate the increased operating expenses during the transitional period. This debt restructuring would cause the City to incur additional interest costs.

The significant upfront costs, together with the risks associated with realizing the full estimated savings, led the majority of the voting committee members to the opinion that this would be unacceptable given the City's current financial position and heavy debt repayment obligations through to the end of 2020.

Employee Impact:

Committee members considered the impact to City employees as well. It was fully recognized that a decision to accept the OPP policing proposal will most likely mean loss of employment for some DPS members. The committee also realizes the impact that the overall police costing process has had on DPS members over the extended period of uncertainty while the process is given full due diligence. At no time through this process has the committee taken these impacts lightly and consideration has been given to this in forming the committee's recommendation.

Public Input:

Public input is an important part to the police costing process. Through the public engagement process, committee members have been able to receive input from stakeholders and the public. Many committee members have been engaging citizens on an individual basis as well. The input received has been considered in the committee's recommendation.

Recommendation:

After careful and thorough consideration, the Police Costing Committee's recommendation for City Council is to not accept the OPP contract policing proposal at this time.

The Police Costing Committee fully recognizes that the OPP are an extremely professional, well trained and efficient organization. The committee also recognizes that the Dryden OPP detachment and DPS have a very strong and collaborative relationship

which we all sincerely hope is carried forward. Our community is very fortunate to have both law enforcement agencies working to protect our community and surrounding area.

Finally, the committee wishes to acknowledge and thank the OPP, DPS, MNP LLP, our community stakeholders, members of the public and City staff for their contributions to the Police Costing process.

Notice Provisions: None

Financial Implications: None

Attachments (Reference Material):

Reference material posted at www.dryden.ca/policecosting

- Police Service Costing Public Survey
- Police Costing Public Meeting Videos
- MNP LLP Report
- OPP Costing Proposal
- Police Costing Question and Answers
- Police Costing Committee Meeting Minutes

Reference Material posted at www.opp.ca