

City of Dryden

Analysis of Policing Services

June 7, 2021



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Introduction

Introduction

In 2018, the City of Dryden engaged MNP to conduct a study and analysis of the Dryden Police Service. MNP has been re-engaged to update that analysis.

The City of Dryden (Dryden) undertook an analysis of police services in 2018/19 specifically comparing and contrasting the Dryden Police Service to the potential of a contracted police service with the OPP.

Dryden has re-engaged MNP to update that analysis and provide a broader scale benchmarking exercise to assist with putting Dryden into context, to the degree possible, with other similar municipalities in Ontario.

The report is intended to provide an update. It is not as detailed or comprehensive as the 2018/19 report. More focus was given to items that have changed or are different than the last time.

This report provides an overview of:

- Benchmarking
- Service Comparison
- Stakeholder Consultations
- Financial Analysis

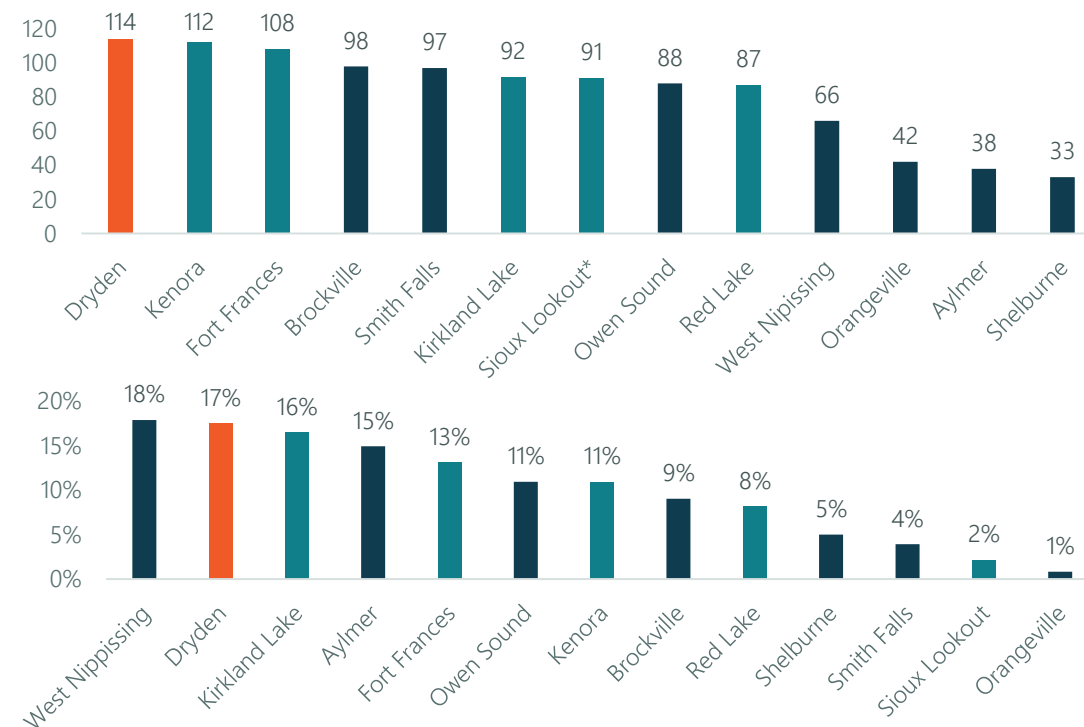
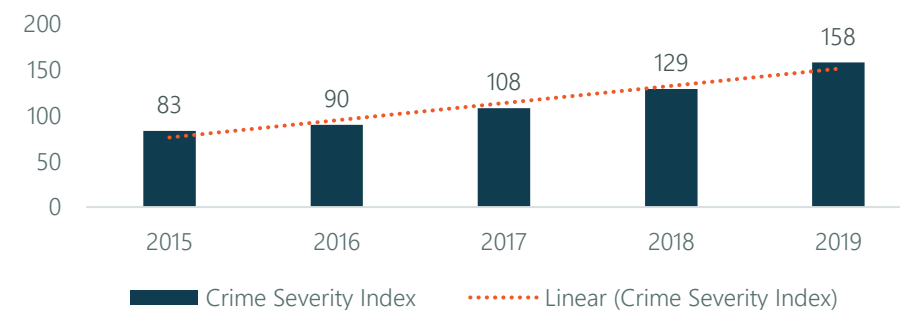
Benchmarking

Benchmarking

- Statistics Canada data (2015 – 2019)
 - Crime Severity Index
 - Criminal Incidents
 - Clearance Rate
 - Police Costs
 - Sworn Officer to Population Ratio
 - Cross Indicators

Crime Severity Index

- Measures how much crime is coming to the attention of the police and the seriousness of that crime
- Dryden had the highest average CSI for the benchmark communities during the period of 2015-2019
- Dryden had the 2nd highest CSI growth rate over the same period (17% annually)
- Both violent and non-violent CSI are increasing with non-violent CSI growing at a faster rate



Dryden: Orange

OPP Detachments: Teal

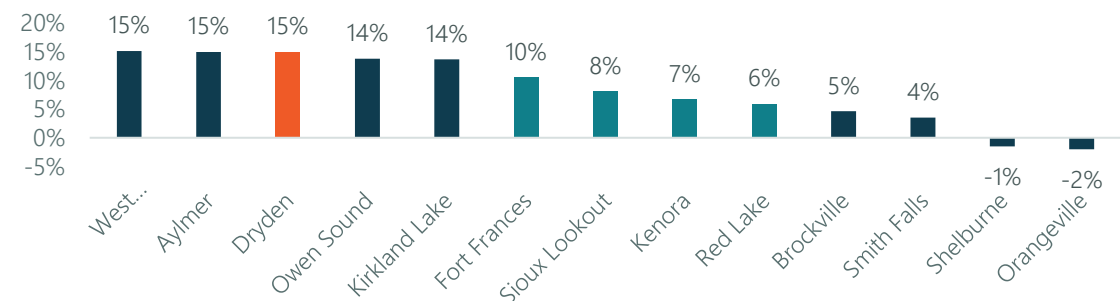
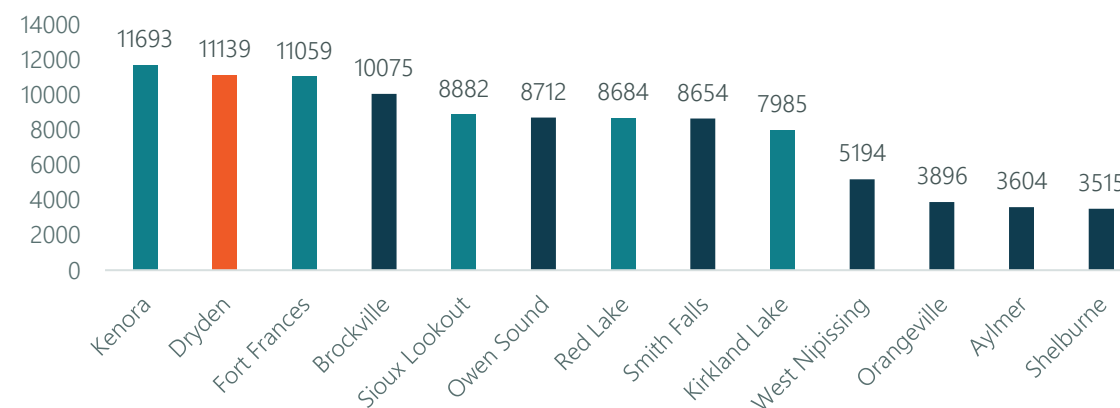
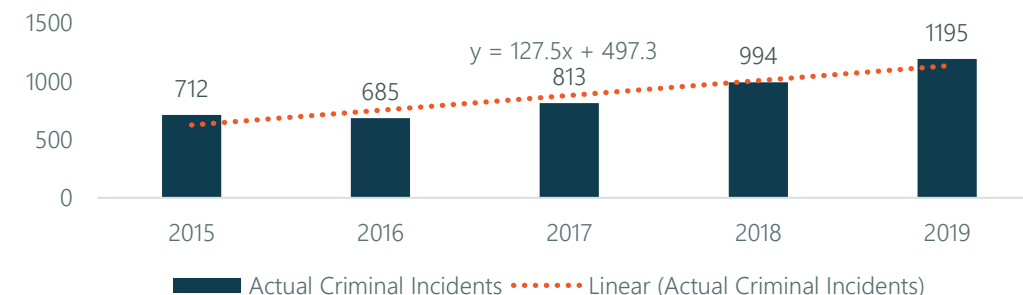
Municipal Police Services: Dark Blue

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Criminal Incidents

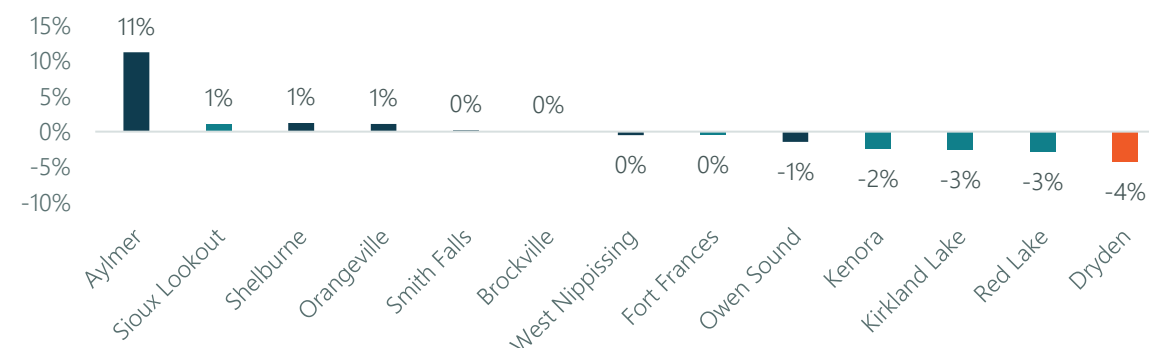
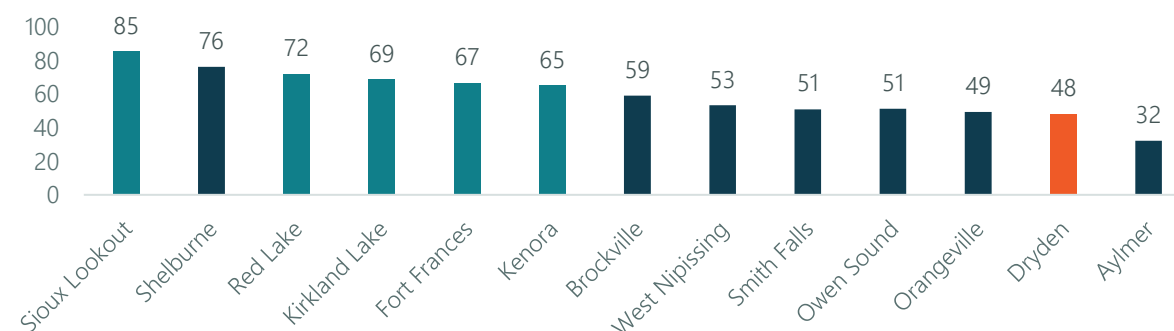
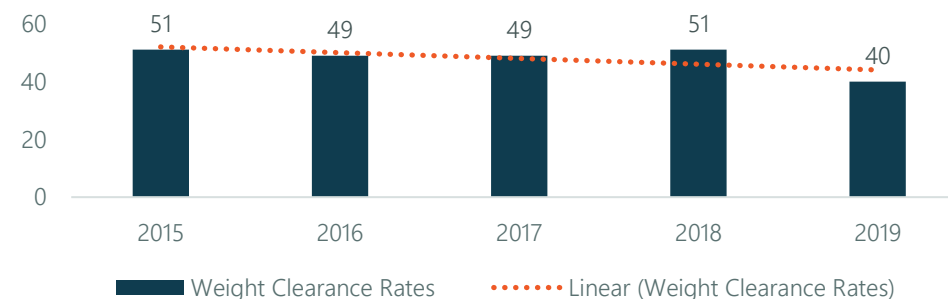
- The occurrence of one (or more) criminal offence(s) during one single, distinct event, regardless of the number of victims
- Dryden had the 2nd highest rate of criminal incidents per 100,000 population within the benchmark municipalities and the highest (tied) average annual growth rate in criminal incidents during the 2015-2019 period
- Dryden had the 3rd highest incident per officer during the same period



Dryden: Orange
 OPP Detachments: Teal
 Municipal Police Services: Dark Blue

Clearance Rate

- The proportion of criminal incidents “solved” by the police
- Dryden’s clearance rate decreased over the period of 2015-2019. Dryden had the largest decline of the benchmark municipalities (-4%)



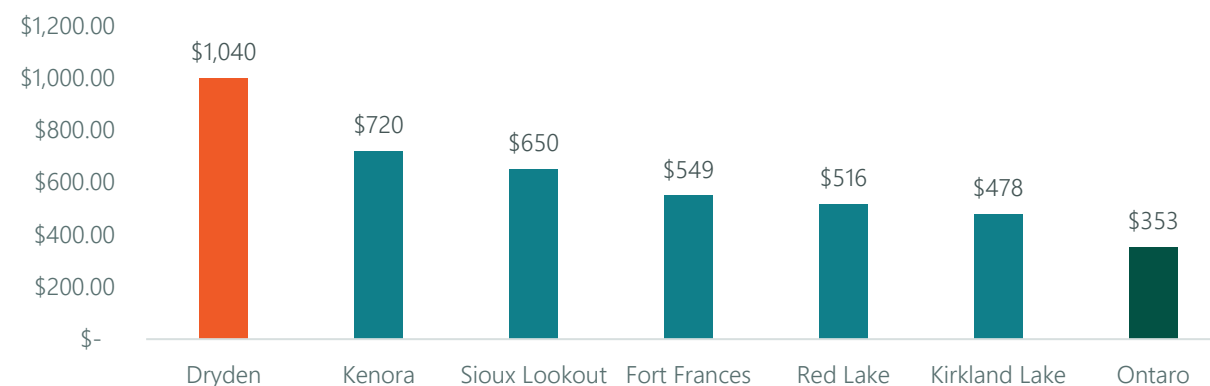
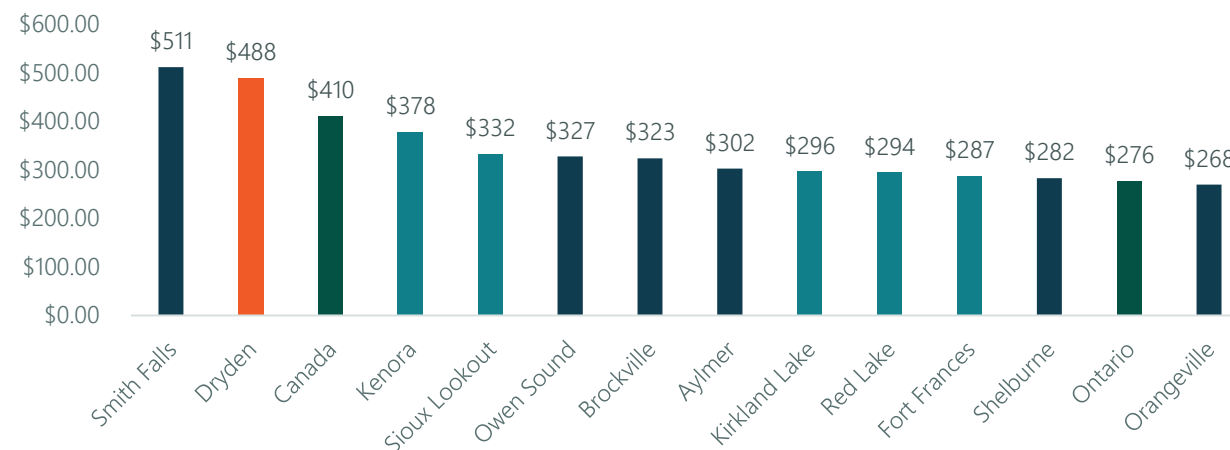
Dryden: Orange

OPP Detachments: Teal

Municipal Police Services: Dark Blue

Costs of Policing

- Dryden has the highest average policing cost per capita of the benchmark municipalities at \$511 per capita during the 2015-2019 period
- Dryden has the highest average per property cost of the OPP benchmark municipalities at approximately \$1,040 per property during the 2015-2019 period



Dryden: Orange

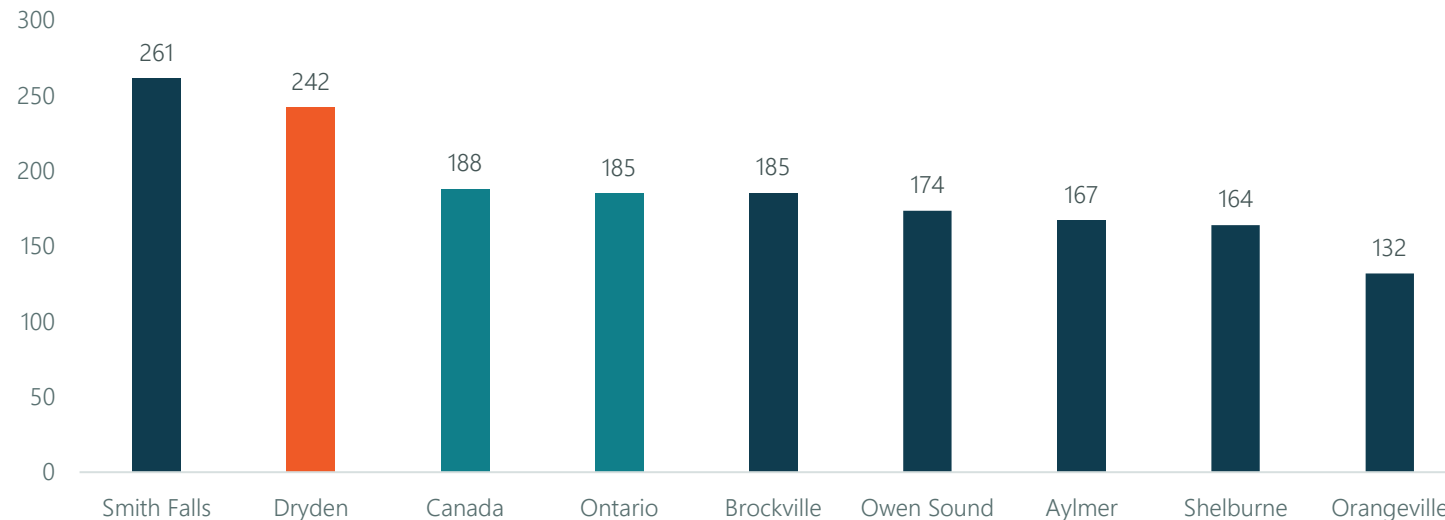
OPP Detachments: Teal

Municipal Police Services: Dark Blue

Ontario and Canada: Dark Green

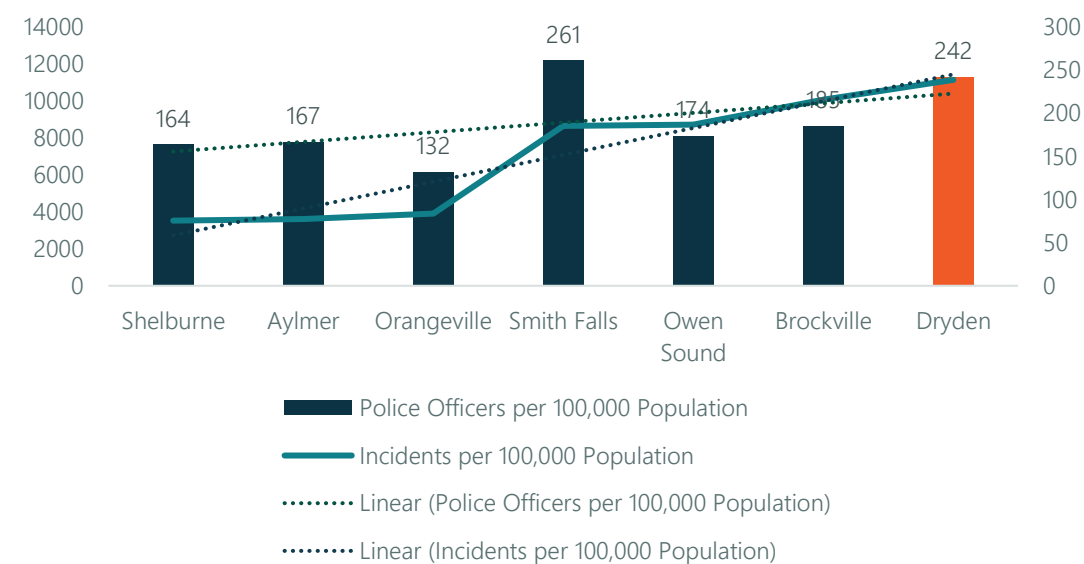
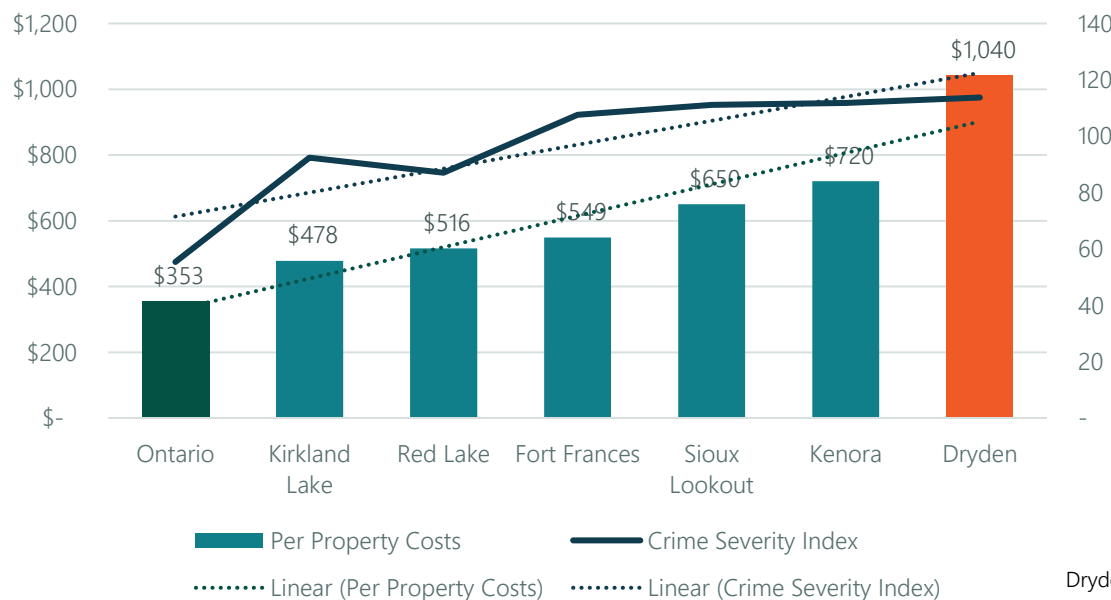
Police Service Strength

- Dryden has a relatively high number of sworn officers for its population (2nd highest of the benchmark municipalities)



Cross Indicators

- Dryden's officer per population ratios fit with what is typical statistically. Communities with high CSI's and high volumes of incidents typically have higher officer per population levels.
 - Dryden has the highest CSI and the 2nd highest cop per population level
 - Dryden has the highest number of incidents



Dryden: Orange
 OPP Detachments: Teal
 Municipal Police Services: Dark Blue
 Ontario and Canada: Dark Green

Service Comparison

Service Delivery Comparison Summary

Service Area	DPS Policing Model	OPP Policing Model
Staffing Levels	<ul style="list-style-type: none"> 20 - Sworn Officers 	<ul style="list-style-type: none"> 57.89 sworn officers (including 25.89 officers added in the Dryden costing proposal)
	<ul style="list-style-type: none"> 5 - Civilians 	<ul style="list-style-type: none"> 9.6 Civilians (including 6 FTE's added in the Dryden costing proposal)
Service Standards	<ul style="list-style-type: none"> Local Policing Model 	<ul style="list-style-type: none"> Integrated/Regional Policing Model (Officers police the Dryden Region including Dryden, Ignace, Machin and surrounding areas)
	<ul style="list-style-type: none"> 24/7 Policing 	<ul style="list-style-type: none"> 24/7 Policing
	<ul style="list-style-type: none"> Stated service minimum as per the DPS Collective Agreement: Two Uniform Officers on Patrol within the City always Inspector is also available to respond to calls while on duty Community Safety Officer and Court Security Officer could also respond to calls for service in certain instances Chief of Police does not typically respond to calls for service 	<ul style="list-style-type: none"> Stated service minimum: Because it utilizes an integrated service delivery model, the OPP does not provide an absolute minimum number of officers in a zone at any one time Expect 3 to four Constables, plus a Sergeant Supervisor in the City of Dryden on a consistent basis Community Street Crime Unit officers on duty are available if required Court Security Officer, Community Safety Officer could also respond to calls for service in certain instances A support and operational Sergeant could be deployable in certain instances as well

Service Delivery Comparison Summary

Service Area	DPS Policing Model	OPP Policing Model
Services Offered	<ul style="list-style-type: none"> Specialized services not offered by the DPS are currently provided by the OPP. The OPP have not historically charged for these services; however, a letter is prepared annually by the OPP describing the cost of these services. <p>* City of Dryden will continue to be responsible for By-Law Enforcement Officers and School Crossing Guards regardless of the policing model</p>	<ul style="list-style-type: none"> The OPP will provide the City of Dryden all services currently offered by the DPS except for school crossing guards (animal and parking control was removed from DPS responsibility since the last report)
Community Policing Focus	<ul style="list-style-type: none"> One dedicated Community Safety Officer (CSO) Actively involved in the community through presentations, parades, and a variety of events DPS is perceived to be very open to and responsive to working with the City of Dryden on solving local community safety challenges 	<ul style="list-style-type: none"> One dedicated CSO shared between the municipalities within the region policed by the OPP Dryden Detachment (Machin, Ignace, etc.) Actively involved in the community through presentations, parades, and a variety of events Feedback from other jurisdictions indicated that the OPP is very open to working with municipalities on solving local community safety challenges

Service Delivery Comparison Summary

Service Area	DPS Policing Model	OPP Policing Model
Additional / Extra Services	<ul style="list-style-type: none"> <i>Ambulance Calls:</i> DPS is responding to and attending all ambulance calls (including without a direct dispatch or request from EMS to attend) 	<ul style="list-style-type: none"> <i>Ambulance Calls:</i> OPP would attend ambulance calls as dispatched or requested by EMS
	<ul style="list-style-type: none"> <i>Mental Health Transport:</i> DPS no longer transports mental health patients in cruiser cars if requested by the hospital. They will provide a security escort as requested and bill the hospital on a cost recovery basis. This service has changed from the last report when DPS would transport a patient in a DPS cruiser car in certain situations. 	<ul style="list-style-type: none"> <i>Mental Health Transport:</i> OPP do not transport mental health patients in their cruiser cars but will provide a security escort for the ambulance. The hospital is charged for the costs associated with officer time.
	<ul style="list-style-type: none"> <i>Hospital Security:</i> DPS will remain at the hospital with a patient when requested subject to officer availability. 	<ul style="list-style-type: none"> <i>Hospital Security:</i> OPP will remain at the hospital with a patient for an agreed upon period. Officers typically leave once the Form 1 is signed.
	<ul style="list-style-type: none"> <i>Prisoner Transport:</i> DPS currently provides the City of Dryden prisoner transport services. 	<ul style="list-style-type: none"> <i>Prisoner Transport:</i> OPP would provide the City of Dryden prisoner transport services and bill the City on a cost recovery basis.
	<ul style="list-style-type: none"> <i>Court Security:</i> DPS is currently responsible for court security within the City of Dryden. 	<ul style="list-style-type: none"> <i>Court Security:</i> OPP would be responsible for all court security within the City of Dryden and the City would be billed on a cost recovery basis.
		<ul style="list-style-type: none"> <i>Special Teams:</i> the OPP has access to significant resources and special teams to assist frontline officers including an investigative team that can take over investigations and allow frontline officers to go back to call response or patrol duties

Stakeholder Consultations

- Municipalities that recently transitioned from a municipal Service to the OPP
- Municipalities that recently transitioned from the OPP to another service provider

Transitioned from Municipal to OPP

Perceived Strengths

- Generally, the cost savings for police services offered by the OPP were perceived to be a significant contributing factor for transitioning away from a municipal police service.
- Municipalities mentioned that reduced liability and administrative burden was important in their decision to transition to the OPP.
- The OPP were perceived to have comprehensive policies and procedures.
- Increased response times and decreased levels of service were both noted concerns in transitioning to the OPP. However, most jurisdictions indicated that they were satisfied with response times and the level of service by the OPP.

Perceived Weaknesses

- Transitioning from a municipal service to the OPP is a time and resource consuming process.
- OPP members may not dispatch officers to attend very minor crimes. The OPP allocate police resources based on calls for service with high severity calls receiving higher priority.
- There can be a loss of familiarity with the officers of the OPP due to the regional policing model and internal transfers.

Transitioned from OPP to Another Provider

Perceived Strengths

- The OPP were generally perceived to be able to effectively address minor and major criminal incidents.
- Costs associated with the OPP were lower in comparison to the municipal police service that preceded the OPP.

Perceived Weaknesses

- The OPP utilize calls for service as their primary billing mechanism. As such, they do not pay specific attention to how many officers are in a jurisdiction.
- Some jurisdictions perceived that their input regarding policing priorities were not acted upon if they were not in alignment with the provincial priorities of the OPP.
- Ability for municipalities to request additional officers is perceived to be limited in some cases depending on the request. For example, requests for more officers during seasonal influxes in a municipality's population due to economic/hospitality events.

Financial Analysis

Financial Model

- A financial model was created to compare the estimated costs of the DPS and OPP Models.
- DPS inputs rely on historical cost trends and associated cost drivers.
- OPP inputs rely on the OPP municipal cost model which primarily uses the number of properties and the calls for service in a municipality.
- Model was utilized to create several call for service scenarios across a spectrum (calls for service remain flat, increase by 1%, increase by 2%, decrease by 1%, etc.).

DPS Cost Assumptions

- DPS costs have been increasing at approximately 3.1% annually
 - \$92,500 annually based on linear regression
- Historical Sworn officer salary rates have been increasing an average of 2.77%
 - An adjustment of 3.25% was made at the start of the model to reflect recent collective agreement settlement
 - Benefits calculated at 25% of salary
- Night guard cost increases – 5.14%
- Office wage increases – 5.53%
 - Benefits at 19%
- General inflation – 2%
- Capital costs – updated from last report by the rate of inflation

DPS Cost Assumptions

- Like the 2018/19 study, calls for service volume was utilized to determine future sworn officer needs for DPS. Although not a perfect proxy for officer need, calls for service was the most readily available and correlated indicator. Calls for service is also the main driver of sworn officer cost in the OPP costing model
- Calls for service per patrol officer averaged approximately 400 for the reference years used in the 2018/19 study and the model added an officer when this average reached 550 based upon the historical growth in calls for service at that time (approximately every three years beginning in 2023)
- The updated model again adds an officer the year after the average calls per officer reaches 550. Calls for service per officer was approximately 460 in 2019 based upon 18 sworn officers that would typically respond to calls

DPS Cost Assumptions

- Call for service adjustments
 - Removed calls for service that would be considered within OPP provincial jurisdiction
 - Removed calls for service DPS attends that OPP would not
- Occurrence data provided by DPS for the current study is different from the 2018 study
 - In the 2018 study, the “All Violations” report was provided, whereas the OPP and the financial model in this study used the “Occurrence Data” report data to estimate CFS costs. This dataset was provided by DPS as instructed by OPTIC (DPS’s record management software provider) as the appropriate data
- Assistance calls were broken down to fit into the OPP model. DPS was unable to reconcile the assistance calls breakdown provided in the current study to the previous study because of the new data set

Sample Cost Model

Calls for Service Billing Workgroups	Municipal Police Service Calls for Service Count							
				Three Year Average	2020 Average Time Standard	Total Weighted Time	% of Total Provincial Weighted Time	2020 Estimated Calls for Service Cost
	2016	2017	2018	A	B	C = A * B	D	D * Provincial Total \$
Drug Possession	45	52	81	59	6.3	374	0.0230%	\$37,405
Drugs	9	5	5	6	39.2	248	0.0153%	\$24,843
Operational	2,928	3,075	3,127	3,043	3.6	10,956	0.6734%	\$1,096,325
Operational 2	264	300	309	291	1.3	378	0.0233%	\$37,855
Other Criminal Code Violations	133	147	209	163	7.8	1,271	0.0781%	\$127,224
Property Crime Violations	393	414	502	436	6.7	2,923	0.1797%	\$292,537
Statutes & Acts	196	231	302	243	3.4	826	0.0508%	\$82,675
Traffic	243	260	260	254	3.5	890	0.0547%	\$89,076
Violent Criminal Code	174	218	276	223	16.0	3,563	0.2190%	\$356,502
Estimated Calls for Service Total	4,385	4,702	5,071	4,719		21,430	1.3172%	\$2,144,441
Provincial Totals						1,626,979	100.0000%	\$162,805,510

Call for Service Calculations

- Total hours demand within the model have remained relatively constant, increasing at approximately 0.9% annually
- The model is predicated on allocating total costs to municipalities as a proportion of total standard hours
- If a municipality's total time standards increased at approximately 0.9% over that same period it would comprise the same proportion of total costs
 - Cost to municipality would increase by OPP operating costs assumption (3.45%)
- If a municipality's total time standards increase by more than 0.9%, the municipality takes on more costs proportionately
- Model assumes the proportion of call types remains constant with changing demand in volume

OPP Per Property Cost Assumptions

- Base Service Costs
 - Average for last 3 years is \$183.42 per property. Rate has decreased over time. Number of properties has decreased over time; however, rate and properties (3,856) were held constant in the model (\$707,255)
- Prisoner Transport
 - Increasing at 0.93%
- Accommodations and Cleaning
 - Has decreased over time. Held constant at \$18,745 in the model (average of all the model years at 3,856 properties)
- Overtime
 - Used the overtime value provided in the OPP's costing proposal and increased it at OPP's average annual operating growth as calculated by this analysis (3.45%)

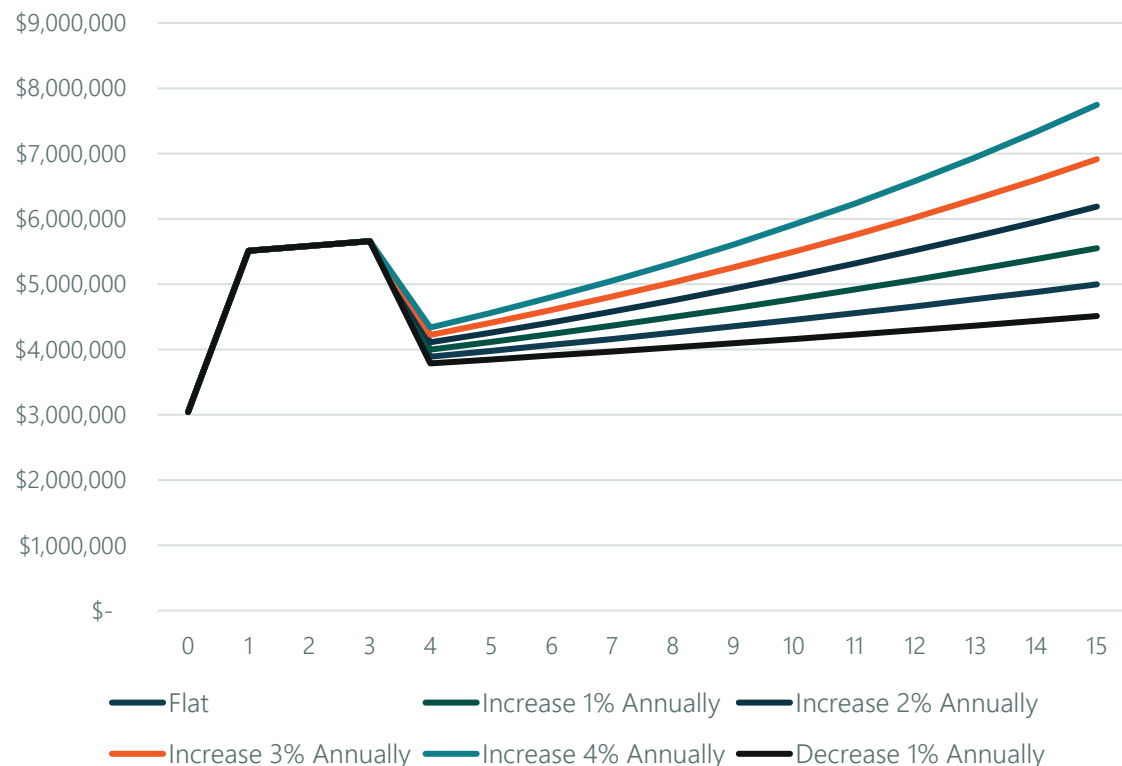
A photograph of two police cars parked in front of a concrete wall. The car in the foreground is a dark-colored sedan with 'POLICE' written on the side and has its emergency lights on. The car behind it is a dark-colored SUV, also with emergency lights on.

Severance Costs

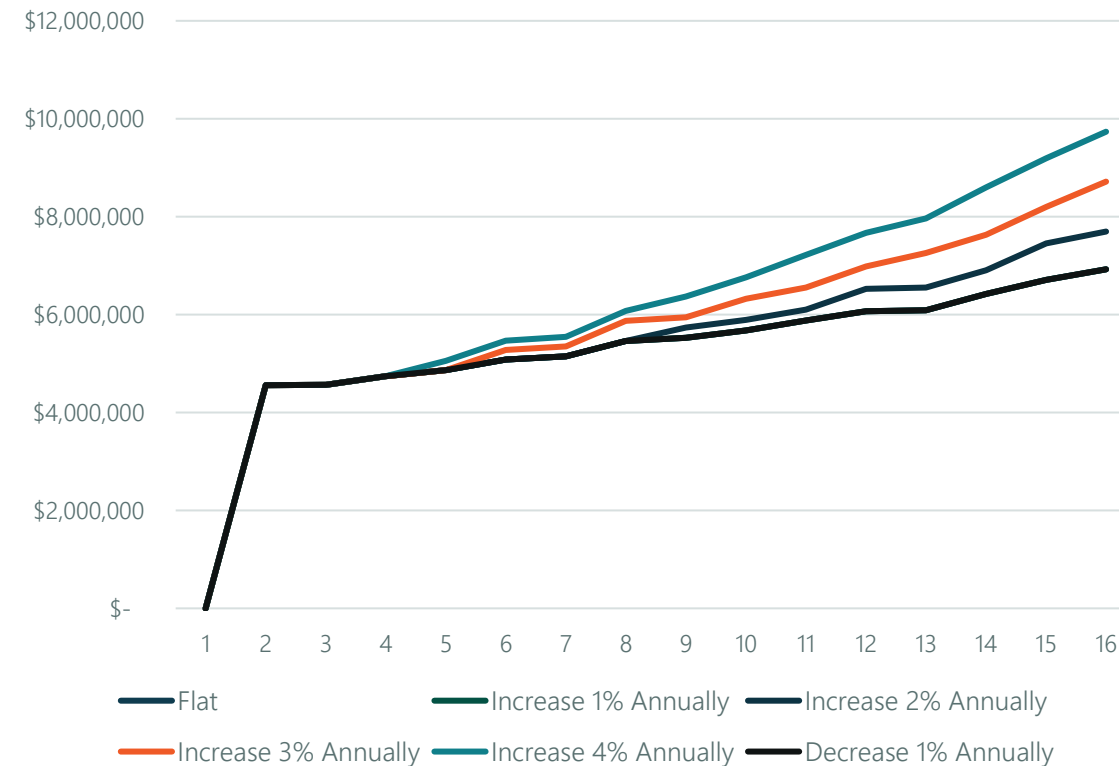
- Three Components
 - Sworn officers
 - Civilians
 - Dispatch Contract
- Total severance estimate of \$2,025,286
 - Assumes that the Chief of Police, Inspector and Civilians don't transition to OPP
 - Assumes 75% of remaining sworn officers transition to OPP
 - Dispatch contract termination fee exists in all scenarios

Financial Model Summary

OPP



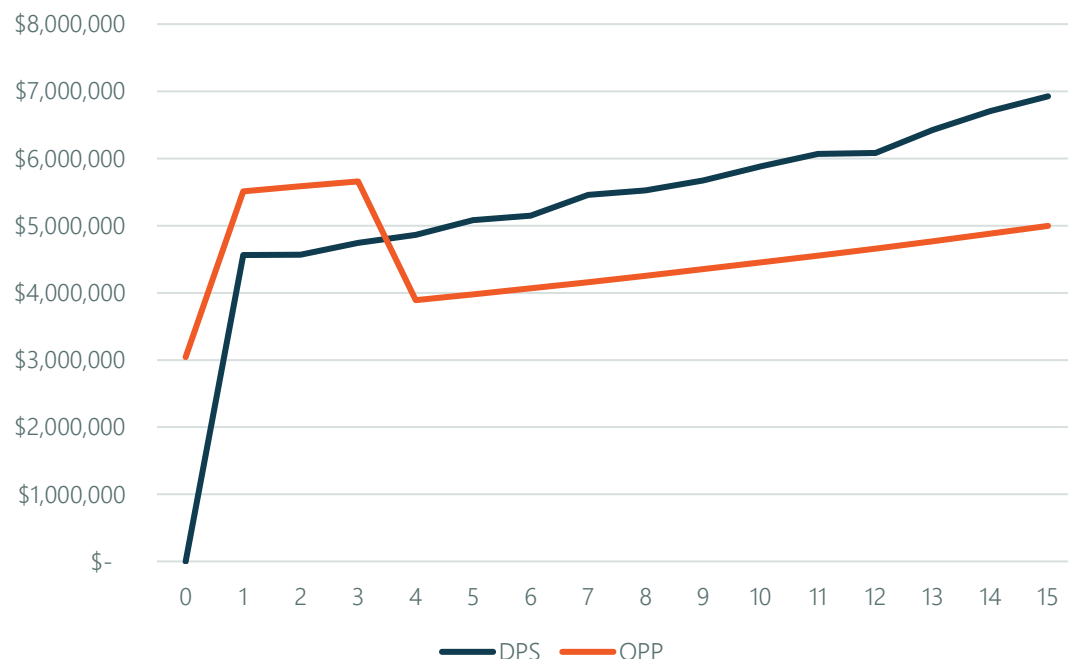
DPS



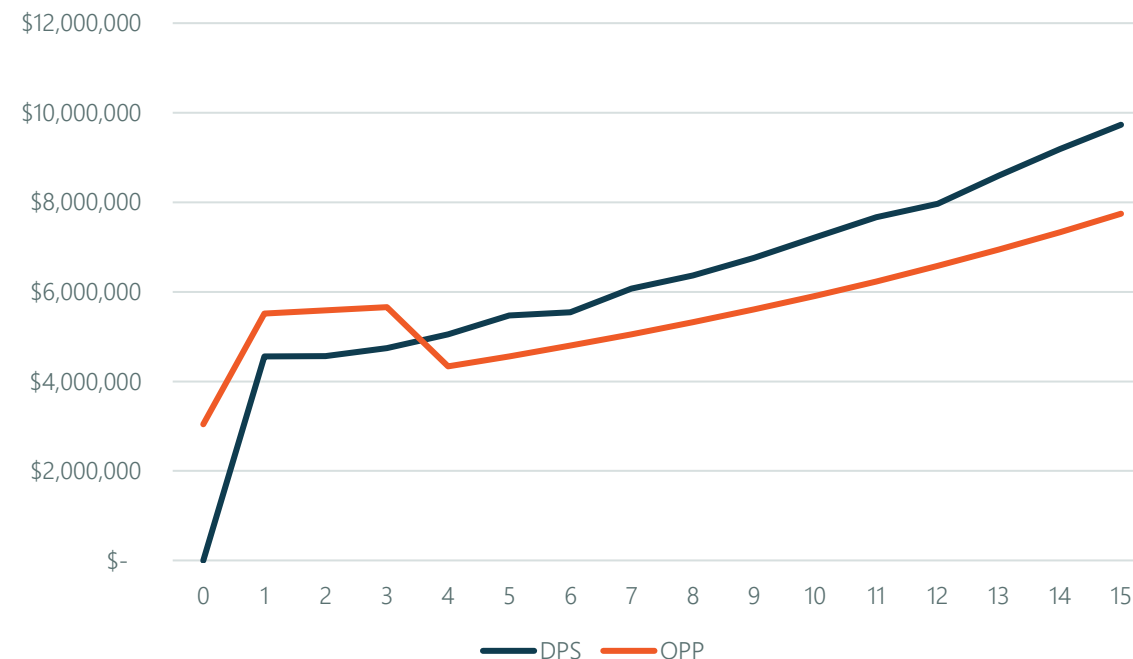
Only four distinct lines appear because three (3) of the scenarios have the exact same annual costs, i.e. there isn't enough change in calls for service to add officers (decline of 1%, flat and increase of 1% in calls for service).

Financial Model Summary - Annual

Flat CFS



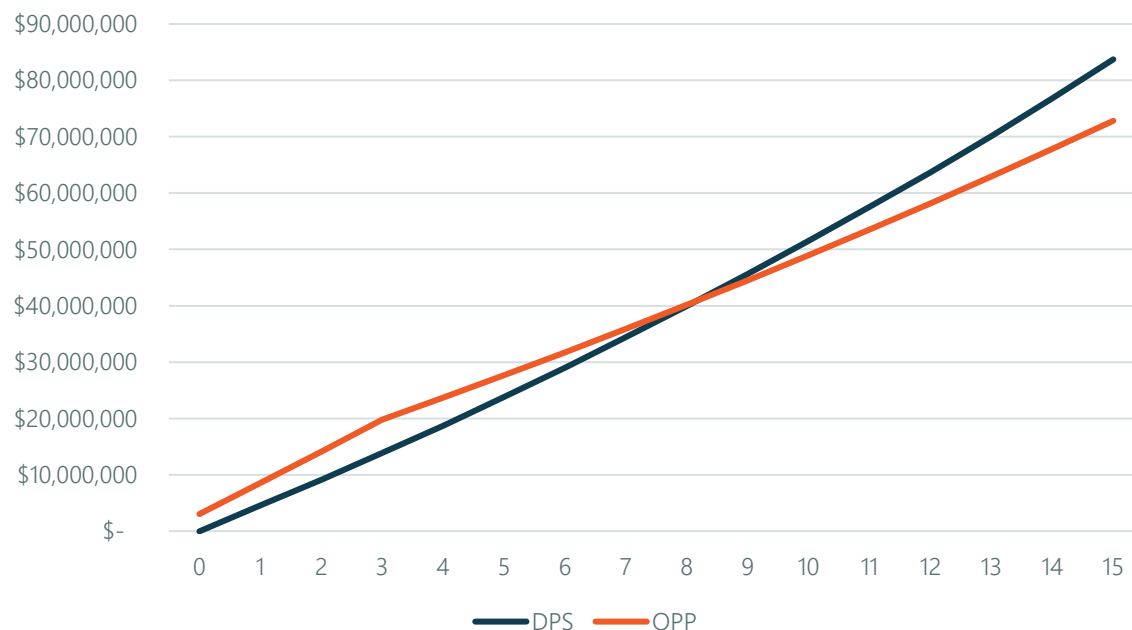
4% Annual Growth in CFS



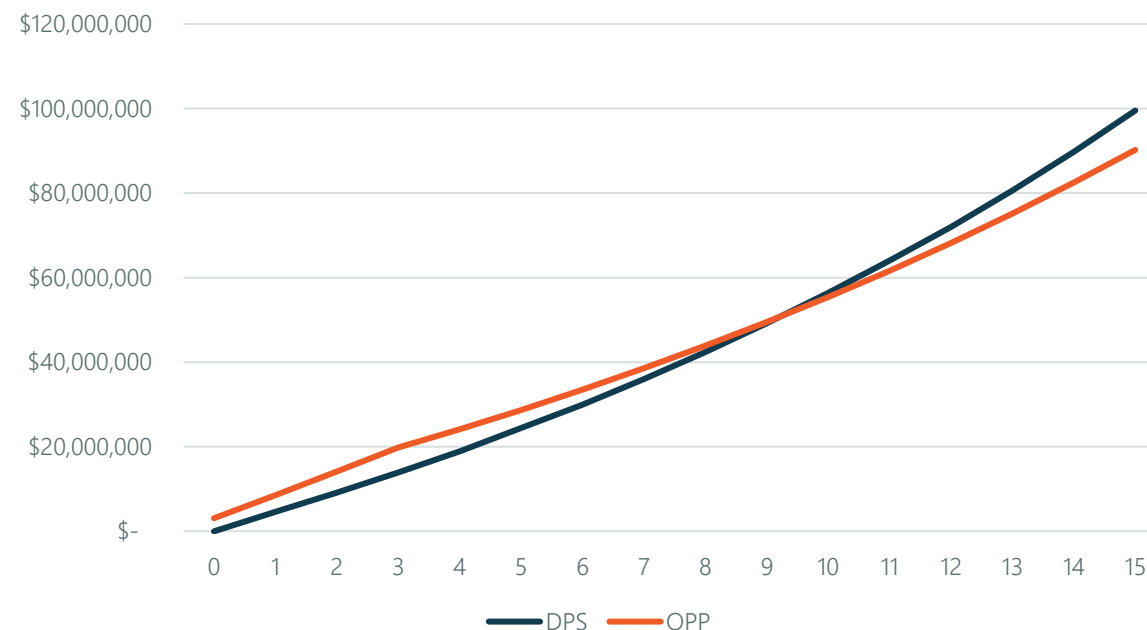
In both scenarios, the OPP annual costs are higher than the projected DPS costs during start-up and the three-year OPP transitional period. The OPP annual costs are then expected to decrease to lower than DPS annual costs (during the call for service cost model phase).

Financial Model Summary - Cumulative

Flat CFS



4% Annual Growth in CFS



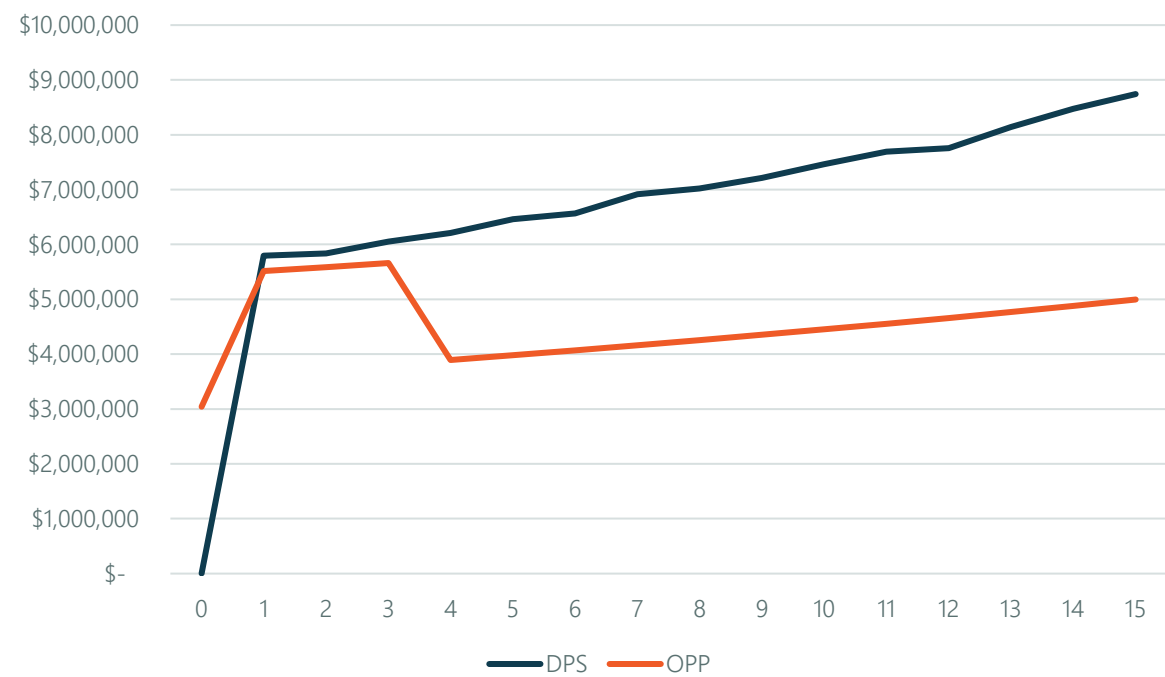
The model ends with the OPP at approximately \$72 million and DPS at \$83 million in the flat CFS curve, and at \$90 million and \$99 million respectively in the 4% CFS growth curve.

Equal Number of Officers

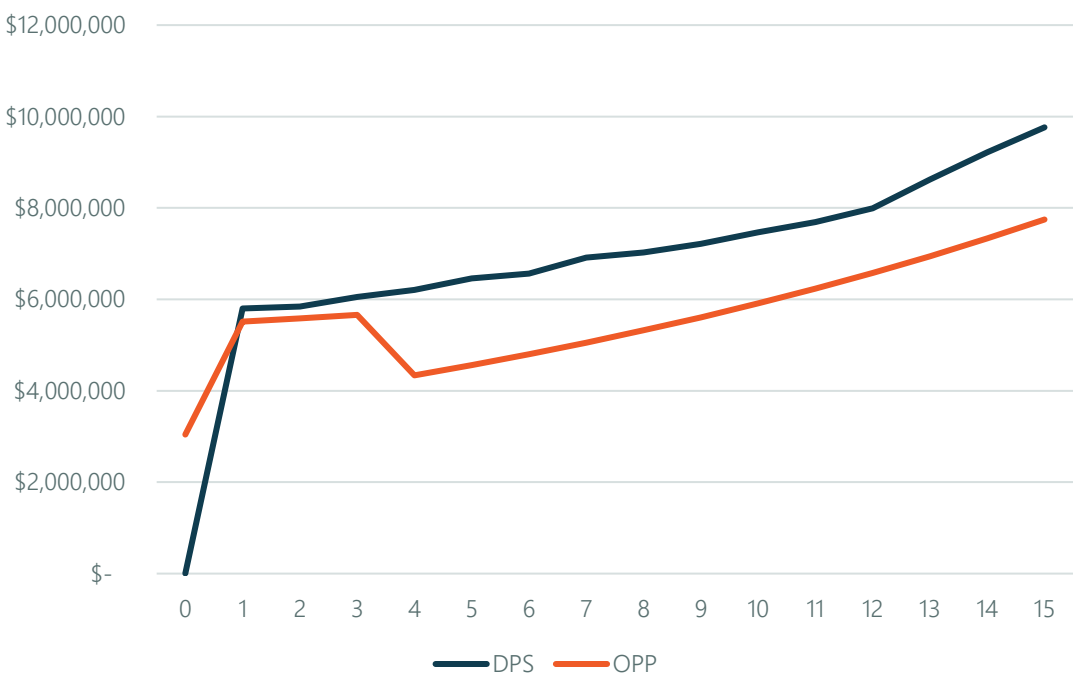
- The OPP cost proposal includes more sworn officers than is in the current DPS model.
- An analysis was performed to compare the two models based upon the OPP cost proposal and an increase in DPS sworn officers to match the OPP proposal.
- Seven officers at this rate adds \$983,605 to annual costs and these costs are assumed to grow at the average historical DPS rate for officer salaries (2.77%).
- The result is a hypothetical increased current cost for DPS; however, the assumption of when to add officers was not changed. Therefore, officers are not added in this comparison for DPS in some scenarios depending on the call for service growth assumption.

Equal Number of Officers - Annual

Flat CFS



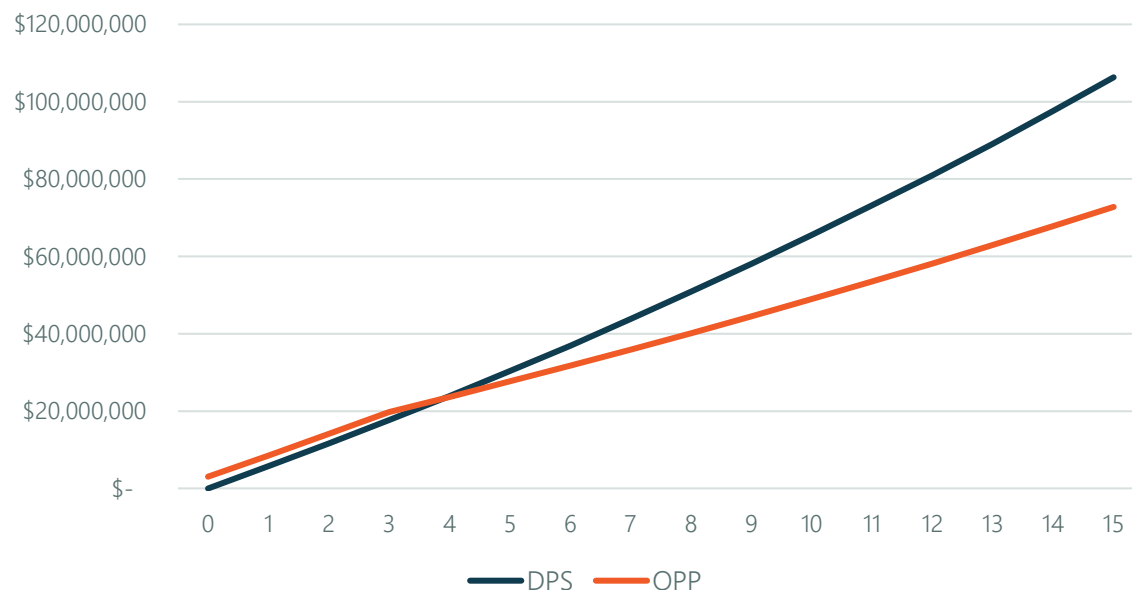
4% Annual Increase in CFS



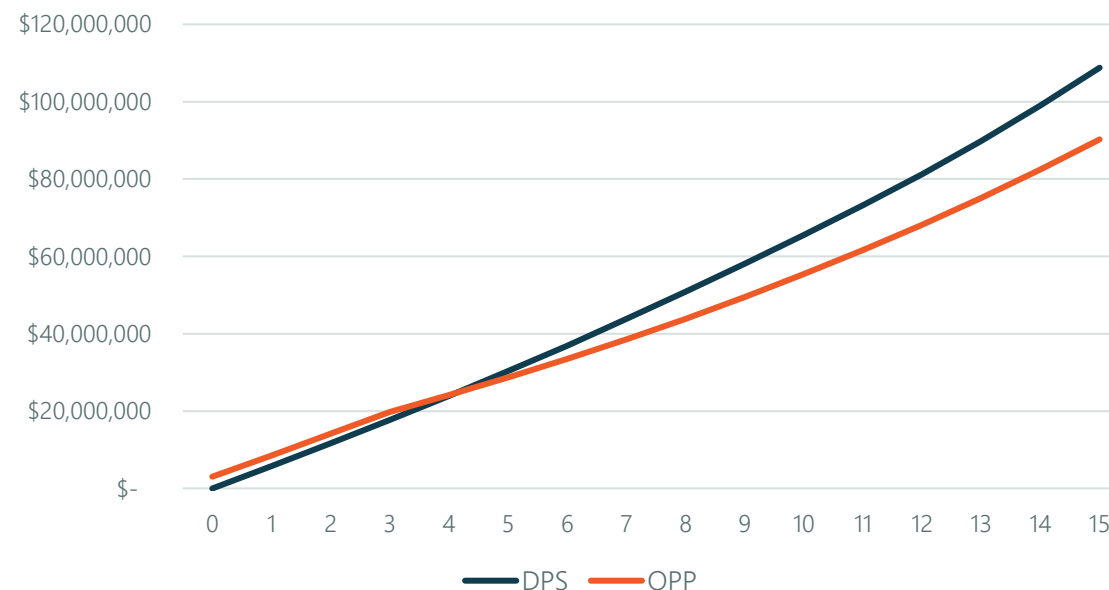
The gap between the two models is more significant based upon the assumptions as provided (25 sworn officers in the DPS model to respond to calls to match the OPP proposal).

Equal Number of Officers - Cumulative

Flat CFS



4% Annual Increase in CFS



The flat model estimates the cumulative costs for the DPS to be approximately \$103 million over the 15 years while the OPP's is estimated at \$73 million. The 4% call increase scenario does not change much for the DPS because of the volume of officer included at the beginning of the model. DPS cumulative cost are estimated to be approximately \$109 million compared to the OPP's \$90 million over the same period.

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