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City of Dryden

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Study and Analysis of Policing Services

# Report of Findings

March 2019



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PREPARED BY  
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# EXECUTIVE SUMMARY

## Background

The City of Dryden is currently determining whether to maintain a self-administered municipal police force, the Dryden Police Service (DPS), or disband DPS and be serviced by the Ontario Provincial Police (OPP). DPS has been serving the City of Dryden since 1910 with a focus on community policing aptly described by the motto “Dedicated to Community Safety”.<sup>1</sup> DPS engages community partners and stakeholders to ensure that a prevention and intervention model is effectively established within the municipality. DPS is currently the only municipal police force in northwestern Ontario other than Thunder Bay.<sup>2</sup> On February 27, 2017, costing was requested from OPP for comparison purposes which was delivered at an open meeting of the Committee of the Whole on November 28, 2018.

Consequently, The City of Dryden has embarked on this study with the goal to conduct an objective, comprehensive analysis and comparison of the DPS and OPP by reviewing credible data, information, evidence and findings from the OPP, DPS, key stakeholders and other jurisdictions to inform Council’s decision in determining which contract will best serve the City of Dryden and its citizens. The specific objectives of this engagement were to:

- Complete a direct comparison of the DPS and the OPP in relation to deployment model, staffing levels, service standards, service levels, accountability and budget impact through both the initial municipal policing transition and following an initial 3-year phase;
- Compare similar sized municipalities with a similar call volume that have engaged the OPP for policing to determine service, governance and financial impacts of transitioning to the OPP policing model;
- Complete a comprehensive review of current and future costs and analysis of the overall costs of providing police services through the DPS and the OPP to develop a 15-year forecast;
- Outline all advantages and disadvantages of each contract option;
- Facilitate public and stakeholder consultation sessions for the purposes of gathering public input into the matter of the OPP costing proposal; and
- Conduct a public survey for the purposes of gathering feedback regarding the OPP Contract Policing Proposal.

# EVALUATION FRAMEWORK, APPROACH AND METHODOLOGY

The general purpose of the analysis was to complete a comprehensive comparison of the DPS and OPP policing models to provide information to the City of Dryden that will assist to determine which option would be the best service model going forward. An evaluation framework was developed in accordance with the purpose and objectives of this analysis to summarize the essential comparators and to clarify the steps in the analytical process. The evaluation framework for the study and analysis of the DPS and OPP policing models was focused in three core areas: service delivery, governance, and financial implications.

The associated work plan utilized a three-phased approach. Phase 1: Project Initiation and Planning involved creation of the evaluation framework, data collection techniques, and stakeholder identification. Phase 2: Data Collection and Organizational Comparisons included data collection and analysis, stakeholder interviews, facility tours and a review of other jurisdictions that had also received OPP Contract Policing Proposals. The final phase, Phase 3: Recommendation Development and Reporting involved a detailed service, governance and financial comparison between the DPS and OPP policing models. A 15-year financial projection was created to allow for a variety of financial scenarios for the City to consider moving forward.

After Phase 3 is complete and the report is presented to City Council, the report will be shared with the public and key stakeholders. A public survey will be conducted, and public and stakeholder consultation sessions will be facilitated to allow for feedback and input into the thoughts and perceptions with regards to whether the City should maintain their municipal police force or transition to the OPP policing model. Data and information garnered from the survey and consultation sessions will be shared with City Council for consideration when making their decision regarding the future of policing for the City of Dryden.

## SUMMARY OF FINDINGS

DPS Policing Model	OPP Policing Model
<b>Service</b>	
<ul style="list-style-type: none"> <li>The DPS currently has a complement of 20 uniform officers and six civilian employees. DPS's police facility is located within City limits and its service focus is within that geography.</li> <li>DPS always has two officers on patrol (24/7). Any services not provided by the DPS are currently provided by the OPP at no additional cost (other than incident command).</li> <li>DPS employs a dedicated CSO who participates in a multitude of public events.</li> <li>The DPS provides the City additional services such as attending all ambulance calls, conducting mental health and prisoner transports and court security for the local courthouse.</li> </ul>	<ul style="list-style-type: none"> <li>The proposed staffing model from the OPP includes 24.84 uniform officers and six civilian employees. The OPP work under an integrated policing model where police resources are shared regionally based on need.</li> <li>OPP estimates that there will be three officers patrolling within City limits at all times (24/7). The OPP would offer the City all services currently provided by DPS except for school crossing guards, and animal control and property standards by-law enforcement.</li> <li>OPP's provincial responsibilities will continue to be provided at no extra cost to the City.</li> <li>The OPP Dryden Detachment has one dedicated CSO that is shared throughout municipalities within the Dryden Detachment's policing zones.</li> <li>OPP would provide the City of Dryden prisoner transport, court security and attend ambulance calls when requested on a priority basis. The OPP would assist with mental health transports but would not transfer patients in OPP vehicles.</li> </ul>
<b>Governance</b>	
<ul style="list-style-type: none"> <li>The Police Services Board governance for the DPS allows for full flexibility, autonomy and input into the strategic direction of the police force. Furthermore, the Police Services Board is integral to key decision-making processes.</li> <li>The Chief of Police provides reporting for each board meeting.</li> <li>The board is actively involved and informed about internal reviews with regards to complaints and/or officer misdemeanors.</li> <li>The City of Dryden assumes all risk and liability for municipal police service operations.</li> </ul>	<ul style="list-style-type: none"> <li>The Police Services Board for the OPP would be allowed less key decision-making capabilities and flexibility, autonomy and input into the oversight and governance of the OPP. However, the Police Services Board can consult with the Detachment Commander and input will be considered in decision making.</li> <li>The Detachment Commander will provide monthly or quarterly reports as requested.</li> <li>Internal reviews will be conducted within the OPP. Information will be shared with the Police Services Board on an as needed basis.</li> <li>The OPP assumes all risk and liability for their police service.</li> </ul>
<b>Financial</b>	
<ul style="list-style-type: none"> <li>The present value calculated over the 15-year projection for the DPS is \$65,291,893.80</li> </ul>	<ul style="list-style-type: none"> <li>The present value calculated over the 15-year projection for the OPP is \$58,951,755.90. There is an estimated payback period of 8.05 years with an internal rate of return of 13.72%.</li> </ul>

# 1 INTRODUCTION AND BACKGROUND

The City of Dryden is currently determining whether to maintain a self-administered municipal police force, the Dryden Police Service (DPS), or disband DPS and be serviced by the Ontario Provincial Police (OPP). DPS has been serving the City of Dryden since 1910 with a focus on community policing aptly described by the motto “Dedicated to Community Safety”.<sup>3</sup> DPS engages community partners and stakeholders to ensure that a prevention and intervention model is effectively established within the municipality. DPS is currently the only municipal police force in northwestern Ontario other than Thunder Bay.<sup>4</sup> On February 27, 2017, costing was requested from OPP for comparison purposes which was delivered at an open meeting of the Committee of the Whole on November 28, 2018.

Consequently, The City of Dryden has embarked on this study with the goal to conduct an objective, comprehensive analysis and comparison of the DPS and OPP by reviewing credible data, information, evidence and findings from the OPP, DPS, key stakeholders and other jurisdictions to inform Council’s decision in determining which contract will best serve the City of Dryden and its citizens. The specific objectives of this engagement were to:

- Complete a direct comparison of the DPS and the OPP in relation to deployment model, staffing levels, service standards, service levels, accountability and budget impact through both the initial municipal policing transition and following an initial 3-year phase;
- Compare similar sized municipalities with a similar call volume that have engaged the OPP for policing to determine service, governance and financial impacts of transitioning to the OPP policing model;
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- Outline all advantages and disadvantages of each contract option;
- Facilitate public and stakeholder consultation sessions for the purposes of gathering public input into the matter of the OPP costing proposal; and
- Conduct a public survey for the purposes of gathering feedback regarding the OPP Contract Policing Proposal.



## 2 EVALUATION FRAMEWORK, APPROACH AND METHODOLOGY

The following describes the analysis and findings of the comparisons that were conducted.

### 2.1 Evaluation Objectives and Framework

The general purpose of the analysis was to complete a comprehensive comparison of the DPS and OPP policing models to provide information that will assist in the determination of which option would be the best service model for Dryden going forward. An evaluation framework was developed in accordance with the purpose and objectives of this analysis to summarize the essential comparators and to clarify the steps in the analytical process. The evaluation framework for the study and analysis of the DPS and OPP policing models was focused in three core areas: service delivery, governance, and financial implications.

#### 2.1.1 Service

For the purpose of the evaluation framework, service delivery included the types and level of service provided by the respective policing models. Areas of comparison between the OPP and DPS included information regarding deployment models, staffing levels, service provision, and officer skills and abilities.

#### 2.1.2 Governance

Important aspects of governance include level of oversight, flexibility, autonomy and control that the Police Service Board has within the respective models, the consultation methodology between management and the Police Service Board, the degree to which key decisions are made, the internal review process and the assumption of risk/liability.

#### 2.1.3 Financial

A cost comparison was completed for both policing models during the initial municipal policing transition and the initial 3-year phase. A discounted cash flow model measures the financial impact the City of Dryden would incur with their current policing model and compares it to the impact projected with a switch to the OPP policing model. Areas for comparison between the OPP and DPS included increases in the number of employees, base service cost, calls for service cost, initial 3-year phase contract costs, costs for extra services and additional costs the City may incur.

The detailed evaluation framework is provided in Appendix 1.

## 2.2 Approach and Methodology

During this analysis, work was completed using a three-phased approach:

**Phase 1: Project Initiation and Planning:** Through collaboration with the City of Dryden's CAO, an evaluation framework was developed to identify information needs and sources. Data collection instruments were selected to support qualitative and quantitative data collection during the subsequent project phases. It was decided during this phase that public and stakeholder consultations would occur after the report was published to allow for informed feedback regarding the potential options. Key stakeholders in other jurisdictions that experienced a similar decision-making process regarding police service options were identified. Current police service stakeholders were identified, and interview guides prepared to garner additional information prior to the consultation process.

**Phase 2: Data Collection and Organizational Comparisons:** During Phase 2, available data was requested and compiled to complete the evaluation framework. This included input from interviews with DPS, OPP, the City of Dryden, Police Costing Committee, Police Services Board, and external stakeholders. Facility tours of the DPS facility and Dryden's OPP detachment facility were conducted to better understand the day-to-day operations of both policing models. Stakeholder interviews were conducted with several external stakeholders to better understand their current relationship with the OPP and DPS and how they may be affected should the policing model change. Phase 2 also included a review of other jurisdictions who had either moved to the OPP policing model or decided to maintain their municipal police force. This review included interviews with key individuals from those jurisdictions with in-depth knowledge regarding policing services within the respective communities and a review of available background documentation.

**Phase 3: Recommendation Development and Reporting:** An in-depth analysis of all data and information provided in Phase 2 was conducted according to the evaluation framework. Upon completion of the analysis, a final report was prepared includes a review of the two policing models, a summary of analysis, a 15-year projection for both OPP and DPS policing models, and information for the City of Dryden to consider during decision making.

A public survey will be conducted to allow for public feedback and input and public. Stakeholder consultations will be facilitated to collect the thoughts and perceptions of stakeholders and the public regarding the municipal police service and the OPP policing model. Data and information garnered from the survey and consultation sessions will be shared with City Council for consideration.

To support the analysis, qualitative and quantitative data was collected through multiple sources where possible to ensure that information provided to the City of Dryden is based on multiple lines of evidence to aid with the decision-making process.

### 2.2.1 Data Requests

The following is a detailed list of qualitative and quantitative information requested from the OPP, DPS and City of Dryden to compare the two policing models.

- 1) **DPS Operational, Organizational and Financial Data:** The City of Dryden and DPS were requested to provide descriptive and quantitative data pertaining to the policing model the City currently is serviced by from fiscal year 2013-2018, which included the following information:
  - Annual Reports 2013-2017;

- Financial Statements 2013-2017;
  - Calls for Service Data 2013-2018;
  - Organizational Structure and FTE numbers from 2013-2018;
  - Collective Agreements and Expected Severance Payout;
  - OPP Statement of Activity 2016 and 2017;
  - Service Levels and Standards; and
  - Governance Structure.
- 2) **OPP Operational, Organizational and Financial Data:** The OPP were requested to share descriptive and quantitative data pertaining to the initial 3-year contract and calls for service costing model that would be in effect post-initial transition stage, which included the following information:
- OPP Contract Policing Proposal;
  - Per Property Costs and Estimated Property Count for the City of Dryden;
  - Post Initial 3-year Transition Phase Costing Model;
  - Calls for Service Workgroup Definitions;
  - Prisoner Escort Invoices;
  - Per Property Costs for Additional Services (e.g. accommodations, cleaning, prisoner escorts);
  - Estimated Court Security Costs Post Initial 3-year Transition Phase;
  - Example of Quarterly Reports to Police Service Board;
  - Service Levels and Standards;
  - Governance Structure; and
  - Past OPP Calls for Service Estimating Tools.

### 2.2.2 Police Services Interviews

In addition to the data requested from both the OPP and DPS throughout the duration of the engagement, on December 20, 2018, DPS and OPP facility tours occurred to provide an increased understanding of the current operations of both organizations in addition to OPP's renovation plan should the City decide to move forward with their proposal.

From January 16, 2019 to January 18, 2019 further in-person interviews were conducted with DPS's Chief of Police, Police Services Board Chair, and the Dryden Detachment Commander, Staff Sergeant, Municipal Case Manager, Financial Manager, Contract Analyst (Lead Analyst), and two Data Analysts from the OPP to better understand the service levels, governance structure and costing implications involved in both policing models. During these meetings and through subsequent phone and email correspondence the above data requests were fulfilled. Through analysis and review of the data provided and information garnered from stakeholder interviews, the evaluation framework was completed.

See Appendices 2-4 for interview guides used in the structured interviews with DPS, OPP and Police Services Board.

### 2.2.3 Stakeholder Engagement

In consultation with the City of Dryden, DPS and Police Costing Committee, a targeted sampling method was utilized to identify key stakeholders within the City of Dryden to understand their unique perspectives with regards to the OPP Contract Policing Proposal.

In total, five stakeholder interviews (20 interviewees) were completed from January 17, 2019 to January 18, 2019 as outlined in the following table. Stakeholders were contacted directly by individuals from the City of Dryden by email and/or by phone. Interview questions were developed for all stakeholder groups and were focused on the services currently provided to them by the OPP and DPS and how a change in the police services model could affect their respective organizational needs. All interview participants were informed that their responses would be anonymous and reported in aggregate. Interview notes were taken during each interview, with the consent of the participant(s). The interviews were semi-structured allowing for free-flowing conversation and follow-up questions were asked on an as-needed basis.

Stakeholders contacted during this analysis are included on Table 1 below:

**Table 1 – City of Dryden Policing Services Stakeholder Groups Interviewed Prior to Report Completion**

Stakeholder Group	Stakeholder Participant's Role
Dryden Fire Service	Fire Chief Deputy Fire Chief
Dryden Regional Health Centre	Chief of Staff Chief Nursing Executive / VP Patient Care Services Director Inpatient and Emergency Services Director Mental Health & Addictions Services / Crisis Response Services Manager, Mental Health Services
Courts/Crown	Supervisor of court Operations for Dryden & Sioux Lookout Director of Court Operations, Northwest Regional Officer Assistant Crown Attorney Dryden Police Service Court Officer
Emergency Paramedic Services	Director / Chief of EMS Deputy Chief of Operations Superintendent of Operations
Ontario Provincial Police	Dryden Detachment Commander Dryden Detachment Staff Sergeant Municipal Case Manager Contract Analyst (Lead Analyst) Financial Manager Data Analysts (x2)

### 2.2.4 Public and Stakeholder Consultations

To allow the public and key stakeholders the opportunity to ask questions and voice their opinions surrounding the OPP Contract Policing Proposal, public and stakeholder consultation sessions will be set-up separately on March 21, 2019. Members from the DPS and OPP will be in attendance to answer questions that the public and stakeholders may have, in addition to being able to provide further clarification or information as necessary.

The stakeholder consultation will be an invite only event, and the City of Dryden has indicated that they will email or phone key stakeholders to inform them of the consultation session and extend a formal invitation to request their attendance.

There were 21 key stakeholder groups (31 individuals) identified to be invited to the session, and these individuals were identified through collaboration between the Police Services Board, Police Costing Committee, DPS Chief of Police, and City of Dryden's CAO. Key stakeholders will be provided with the final report to review after it has been presented to City Council on March 4, 2019 so that they have adequate time to prepare questions and provide valuable feedback regarding the OPP Contract Policing Proposal and final report at the consultation session.

Stakeholders invited to the stakeholder consultation session are included on Table 2 below:

**Table 2 – City of Dryden Policing Services Stakeholder Groups Invited to the Stakeholder Consultation Session**

Stakeholder Group	Stakeholder Participant's Role
Dryden Regional Health Centre	CEO Chief of Staff Chief of Nursing Executive/VP Patient Care Services Director of Inpatient & Emergency Services Director of Mental Health & Addictions/Crisis Response Services Manager, Mental Health Services
Keewatin Patricia District School Board	Director of Education Superintendent of Elementary Education, Early Learning & Instruction Superintendent of Secondary Education and Student Success
Northwest Catholic District School Board	Director of Education Superintendent of Business
Kenora District Services Board	CEO
Courts/Crown	Supervisor of Court Operations for Dryden & Sioux Lookout Director of Court Operations, Northwest Regional Office Assistant Crown Attorney
Firefly	Clinical Manager Dryden
Northwest Health Unit	CEO
Hoshizaki House	Executive Director
Community Living	Director of Services Manager of Services Dryden
Anishinaabe Abinoojii Family Services	Assistant Manager Dryden Team
Dryden Native Friendship Centre	Executive Director
Open Roads School	Principal
New Prospect School	Principal
St. Joseph's School	Principal
Dryden High School	Principal
French Catholic School	Principal

Stakeholder Group	Stakeholder Participant's Role
Dryden Go-Getters	President
EMS	Director/Chief of EMS
Ontario Works	Director of Integrated Social Services
Treaty 3 Police	Deputy Chief
Dryden District Chamber of Commerce	Manager

The City of Dryden has indicated that they will utilize the following five means to inform the public of the consultation session:

- City of Dryden Webpage
- City of Dryden Social Media
- DPS Webpage
- DPS Social Media
- City of Dryden Media Release

Detailed notes of the consultation sessions and a summary of the results of the sessions will be provided to City Council to aid them in their decision-making process.

### 2.2.5 Online Public Survey

To evaluate the public perception and gain valuable insight, an online survey will be developed to allow for anonymous feedback regarding the OPP Contract Policing Proposal. During the initial kick-off meeting it was agreed that the public survey would be conducted after the final report was published to allow for the public to be fully informed when asking questions and sharing their perspectives. Specifically, the survey intends to assess City of Dryden residents' general perceptions surrounding the services, governance structure and costs associated with maintaining the DPS versus transitioning to the OPP model. The survey will be open from March 11, 2019 to March 21, 2019.

Pertaining to the online survey, the City of Dryden has indicated that they will utilize the following five means to inform the public of the survey:

- City of Dryden Webpage
- City of Dryden Social Media
- DPS Webpage
- DPS Social Media
- City of Dryden Media Release

Respondents will be informed that their responses will be kept confidential and they would not receive any form of compensation for their participation in the survey (i.e. the survey is voluntary).

Survey results will be shared with City Council to aid them in the decision-making process.

## 2.2.6 Other Jurisdictional Research

In consultation with the Police Costing Committee, 11 communities were identified that had undertaken a similar process of receiving a costing proposal from the OPP. Six of these communities decided to adopt the OPP model, four decided to maintain their current municipal police service, and one originally rejected the OPP Contract Policing Proposal, but then requested another proposal following a change in City Council.

Interviews were conducted with three of the communities via telephone (Kenora, Perth, and Fort Frances) and with one community via email (Pembroke) to gain insight into their decision-making process and experiences thus far after transitioning to the OPP policing model. Comprehensive online research was also completed for the communities interviewed in addition to the other communities identified by the Police Costing Committee as indicated in the table below.

**Table 3 – Communities Reviewed for Other Jurisdictional Research**

Communities that Switched to OPP Model	
<ul style="list-style-type: none"> <li>• Pembroke</li> <li>• Perth</li> <li>• Kenora</li> </ul>	<ul style="list-style-type: none"> <li>• Fort Frances</li> <li>• Midland – recent transition</li> <li>• Espanola – recent transition</li> </ul>
Communities that Did Not Switch to OPP Model	
<ul style="list-style-type: none"> <li>• Brockville</li> <li>• Smith Falls</li> <li>• Sarnia</li> </ul>	<ul style="list-style-type: none"> <li>• Deep River</li> <li>• Orangeville – requesting another proposal</li> </ul>

Interviewees were requested to share their experiences throughout the contract process and after adopting the OPP model, which included the following information:

- Changes in the service levels from their municipal police for to the OPP policing model
- Governance input, autonomy and flexibility
- Unexpected costs associated with switching to the OPP model
- Decision making process surrounding whether they moved forward with disbanding their municipal police force and transition to the OPP model

See Appendix 5 for the interview guide created for other jurisdictional research semi-structured interviews.

## 3 FINDINGS

The data collected, interviews and other jurisdictional research were analyzed, and information was separated according to the indicators outlined in the evaluation framework. Stakeholder and other jurisdictional research interviews were analyzed for recurring themes and patterns regarding perceptions and thoughts surrounding the service, governance and costs associated with both policing models. The following sections and sub-sections describe those findings.

### 3.1 Service

A variety of indicators were utilized to determine a comprehensive service level comparison of the proposed OPP policing model, and the current services being provided by the DPS. Below is a list of seven sections that will be further described throughout this section.

- 1) Staffing Levels
- 2) Service Standards
- 3) Services Offered
- 4) Provincially Mandated Responsibilities vs. Municipal Responsibilities
- 5) Community Policing Focus
- 6) Additional / Extra Services
- 7) Other Jurisdictional Research

#### 3.1.1 Staffing Levels

The DPS indicated that they would maintain their 20 uniform full time employees (FTEs) while the OPP indicated they would require 24.84 uniformed FTEs to police the City of Dryden. The DPS currently have six civilian FTEs and the OPP indicated they also need six civilian FTEs to complete the requisite administrative and custodial tasks. Therefore, to provide the same level of policing services to City of Dryden the OPP would need 4.84 more FTEs than are currently employed at DPS according to OPP service standards and policies. The OPP was asked if the additional FTEs were required to better serve the City of Dryden and responded that they could not speak to the level of service that the DPS was currently providing the City but through analysis and review of their service standards, the OPP needed the additional FTEs to adequately serve the City. The OPP declined to share specifics of why they determined a need for increased FTEs to police the City of Dryden, although they shared that the information collected to make the decision included:

- Social disorder calls in Dryden and related trends;
- Review of DPS uniform crime reporting (UCR) practices;
- Past OPP workload for DPS;
- Comparison of calls for service between amalgamated OPP with other detachments; and
- Comparison of calls for service between DPS and other municipal police agencies.



Of note, in 2017 the OPP provided assistance to the equivalence of 3.32 FTEs to the City of Dryden at no charge.<sup>5</sup> This additional service would no longer be provided to the City if OPP model were adopted and taking this into account, the increase in FTEs demonstrates the current service both the DPS and OPP are providing the City of Dryden.

Below is a re-creation of the proposed amalgamated staffing model as depicted in the OPP Contract Policing Proposal with the 3.32 FTE equivalent for the services currently provided to the City of Dryden by the OPP. With these added FTEs, the two models are very similar in relation to required FTEs.

**Table 4 – Staffing Model for DPS and Proposed Staffing Model for OPP**

FTEs	Current DPS Structure	Proposed OPP Structure FTE Contract Resources
<b>Uniform Members</b>		
Chief	1.00	-
Detachment Commander (Inspector)	1.00	0.42
Staff Sergeant	-	0.42
Sergeant	3.00	3.00
Constables	15.00	19.00
Uniform FTE*	-	2.00
<b>Total Uniform FTE</b>	<b>20</b>	<b>24.84</b>
<b>Total Uniform FTE OPP Currently Utilized to Support the City of Dryden</b>	<b>3.32</b>	<b>-</b>
<b>Civilian Members</b>		
Court Officer – Court Security	2.00	2.00
Court Officer – Administration	-	1.00
Data Entry	2.00	-
Detachment Administration Clerk	1.00	2.00
Caretaker	1.00	1.00
<b>Total Civilian FTE</b>	<b>6.00</b>	<b>6.00</b>
<b>Total FTE</b>	<b>29.32</b>	<b>30.84</b>

\* Chief and Inspector positions subject to rank level determination

During the police service interview with members from the OPP, questions were asked regarding the recruitment process for current DPS uniform officers, should the City decide to accept the OPP Contract Policing Proposal. The OPP indicated that they cannot ensure or confirm that all current members of the DPS would receive employment with the OPP. All members of the DPS who wish to be employed by OPP will have to go through the OPP's current recruitment process, although they would be exempt from the Ontario Police Fitness Award "PIN" test.

### 3.1.2 Service Standards

Both the OPP and DPS operate 24/7 with two 12-hour shifts per day from 6:00 to 18:00 and 18:00 to 6:00. DPS officers are deployed strictly within the confines of the City throughout the duration of their shifts, whereas OPP detachments often share resources and provide support to major incidents to meet demand.

#### 3.1.2.1 OPP Service Standards

The OPP operates an integrated or regional service delivery model, providing policing services to contract and non-contract municipalities while also attending to their provincial responsibilities. OPP officers within the Dryden detachment would not be assigned as a municipal or provincial officer and oftentimes would work in multiple locations throughout the duration of a shift under the integrated service delivery model. This may mean that when resources are needed elsewhere, officers may respond to calls in other areas of the region. On the other hand, if Dryden were to need extra resources, officers from throughout the region could be deployed to Dryden. Although the OPP works under this integrated service delivery model they actively track the time and location for each officer using their Daily Activity Reporting (DAR) system ensuring that municipalities are not charged for provincial resources or obligations.<sup>6</sup>

Although the OPP could not commit to a deployment model and service standard for the City of Dryden, the Detachment Commander indicated the model includes eight officers on a platoon and one Sergeant. It is assumed that one or two individuals could be away on vacation, training, or sick leave at any one time, which would allow for six officers on a shift. The Detachment Commander indicated that he would like to deploy four members to the City as a base standard and have two members on the highway. He could not guarantee there would always be members of the OPP within City limits but would like there to be a minimum of three at any one time (estimate). He indicated that deployment is based on the calls for service and he estimates that Dryden would have a higher call for service volume than other communities in the area and therefore would likely have a greater number of police officers within City limits at any one time. Additionally, the OPP has a “closest to call” policy where officers closest to an incident or occurrence are required to attend the call.

In the event of a forced closure of Dryden’s OPP detachment or a nearby detachment due to some unforeseen event, each detachment has a “Continuity of Operations Plan” or “COOP”. Within the COOP is documentation and agreements that allows for continued operations and minimal disruption to service provided to the City of Dryden. Should there be a forced closure of the Dryden Detachment, the alternate service delivery site location is at the Ontario Government building at 489 Government Street in Dryden.

There could also occasionally be regional, provincial and national needs where some officers from the Dryden detachment would be required to assist. As indicated by the OPP, regional needs could include forest fires, large protests, evacuations, or assistance to other police services, whereas provincial and national needs could include political demonstrations and protests, sporting events, or government meetings requiring security. The Detachment Commander would determine officer availability and the detachment’s ability to fulfill these organizational requirements. Dryden’s Detachment Commander would complete a forecast of staffing and resources to ensure that front line service delivery for the City of Dryden is either not impacted or impacted minimally depending on the larger need. Every detachment is resourced to fulfill these provincial duties and it is estimated that these types of demands are placed on detachments less than once annually.

### 3.1.2.2 DPS Service Standards

DPS's service goal is defined as "DPS will strive to be a positive community partner to solve crime and address other social issues as well as maintain levels of proactive police enforcement in the best interests of community and public safety".<sup>7</sup> DPS operates locally, with their facility located within City limits and their service provision focused within that geography.

There are a variety of member expectations while on-duty, including:<sup>8</sup>

- **RIDE** – members of the DPS are expected to conduct RIDE (Reduced Impaired Driving Everyone) checks on an ongoing basis during their shifts
- **Curfew Checks** – the curfew list is updated on continuous basis and officers will conduct checks during their shifts
- **Street Checks** – in an ongoing effort to gather intelligence on criminal activity, officers will submit streets checks during their shifts of suspected criminal activity or people suspected to be involved in Criminal Activity in the City of Dryden
- **Foot Patrols** – foot patrols in area business, down town and in area parks will be conducted during your shifts. Foot patrols can include having coffee at local businesses while engaging and interacting with the public
- **Ongoing Training and Excellence** – all staff are encouraged to watch training videos during their shift, time is allotted for staff to complete Canadian Police Knowledge Network training, additional training locally or accredited by the Ontario Police College of Canadian Police College is supported by the DPS should it contribute to the overall improvement of the DPS

DPS has a minimum service standard of two members on patrol 24/7. On weekdays there are five officers available to respond to calls, with three oftentimes assigned directly to patrol. On evenings and weekends, DPS strives to have three members available.

### 3.1.3 Service Offerings

The OPP Contract Policing Proposal offered a comprehensive list of services that the police service would provide to the City of Dryden should the City decide to transition to the OPP policing model. Many of the services offered are currently being provided to the City from the DPS in addition to the OPP through fulfillment of their provincial responsibilities or because the DPS called for assistance in certain situations. To date, the costs associated with these additional services have not been invoiced to the City, although it is legislated that the OPP could charge for providing these services at any point in the future.

According to OPP Statements of Activity for the 2016 and 2017 fiscal years, the OPP has historically provided and is currently providing a variety of services to the City of Dryden at no extra cost. These services were equivalent to 1.9 FTEs or 2,700 hours of service in 2016<sup>9</sup> and 3.32 FTEs or 4,698.5 hours of service in 2017<sup>10</sup> based on an officer availability factor of 1,417 hours per year.

Table 5 below, summarizes the differences between services that OPP would provide the City of Dryden if they were to accept the OPP Contract Policing Proposal and the current services provided to the City by DPS and the OPP, as all other service offerings would be provided by both policing services.

For a full list of services that OPP and Dryden would provide the City of Dryden if they became responsible for policing activity in the City can be found in Appendix 6.

**Table 5 – OPP and Dryden Service Offerings**

Services	OPP Model	DPS Model	OPP Currently Provides City (No Extra Cost)
Animal Control		X	
Aviation Services	X		X
Behavioral Sciences	X		X
Property Standards By-Law Enforcement		X	
Canine	X		X
Chemical, Biological, Radiological and Nuclear (CBRN) Response	X		X
Crisis Negotiation	X		X
Explosives Disposal	X		X
Forensic Identification	X		X
Hostage Negotiation	X		X
Incident Command	X		
Intelligence Section	X		X
Marine/Snowmobile/ATV	X		X
School Crossing Guards		X	
Search & Rescue	X		X
Tactics and Rescue	X		X
Technical Traffic Collision Investigation	X		X
Underwater Search and Recovery	X		X

Of note, the OPP model indicates that it would not enforce animal control and property standard by-laws, nor would it provide school crossing guards, which are services currently provided by the DPS. The City is aware that they would retain their By-Law Enforcement Officer and School Crossing Guards regardless of the policing model chosen by City Council.

### 3.1.4 Provincially Mandated Responsibilities vs. Municipal Responsibilities

Through comprehensive research and interviews with members of the OPP and other municipalities currently policed by the OPP, it was determined that provincial policing responsibilities that the OPP have would not be charged to the Municipality should they decide to move forward with the OPP policing model. In this case, the City of Dryden would only be responsible for covering the costs of municipal policing responsibilities that are currently being provided by the DPS.

Directly from the OPP website, the police service provides the following services:<sup>11</sup>

- Patrolling all provincial highways (including the 400-series highways);
- Patrolling numerous provincial waterways;
- Providing police service to any rural communities in Ontario that don't have their own municipal or regional police service;
- Investigating province-wide and cross-jurisdictional major crimes (i.e. organized crime, trafficking, smuggling);
- Investigating major cases (i.e. homicide, kidnapping) and or provide major case investigation support to municipal or regional police services when requested;
- Providing front-line municipal police services, under contract, to hundreds of communities;
- Providing air support for search and rescue, prisoner transport and investigation;
- Providing administrative support to several First Nations Policing programs;
- Providing specialized response services across the province;
- Providing protection to visiting politicians and government representatives (including the Lieutenant Governor of Ontario);
- Providing security services in government buildings (Special Constables);
- Providing provincial Offender Transport services; and
- Working closely with other provincial agencies, including the Ministry of Transportation and the Ministry of Natural Resources to enforce highway safety and conservation regulations.

Even though the OPP regularly provide these services to municipalities, under section 19 of the Police Services Act, the OPP may charge for any services that it provides a municipality under the Act with approval of the Solicitor General. Although this is the case, the OPP have made it clear that a municipality will not be charged for the OPP fulfilling provincial responsibilities and that they have not been charged for assistance the OPP provides the municipalities to date, although they could charge for these additional services.<sup>12</sup>

### 3.1.5 Community Policing Focus

Community policing was determined by the DPS, City of Dryden's CAO, Police Service Board, and key stakeholders to be an important area of focus for policing services within the City of Dryden. As such, both police services were asked about their community policing initiatives and what comprises community policing within each policing model.

#### 3.1.5.1 OPP Community Policing

In discussions with key members of the OPP and through additional in-depth research, it was determined that the OPP follow Ontario's Mobilization and Engagement Model for Community Policing which was created as a guide for all police services in Ontario in collaboration with the Ministry of Community Safety and Correctional Services and the Ontario Association of Chiefs of Police. The model has been developed to enable and prioritize the formation of relationships between community members and police to enhance the community's levels of safety, security and well-being allowing for reduced crime, victimization and social disorder. According to the OPP website the model describes the roles and responsibilities of community members and police services to address community safety needs through three pillars: engagement, education and enforcement.<sup>13</sup>

The OPP indicated a variety of community policing initiatives that they currently employ within the municipalities they police, these include:

- **Golden Helmets** – precision motorcycle riding team travelling throughout the province as goodwill ambassadors. Municipalities may request the Golden Helmets to perform at a variety of events or parades in their communities at no additional cost to the municipality<sup>14</sup>
- **Law Enforcement Torch Run** – fundraising efforts from this run go towards awareness, social opportunities and sports for Special Olympics Ontario<sup>15</sup>
- **OPP Wellness Unit** – with the increase in calls for non-criminal social disorder situation arising because of underlying mental health issues the OPP has created a wellness unit that includes in-depth support services, accessible certified training, and effective prevention programs to support individuals with differing mental health needs<sup>16</sup>
- **OPP Chorus** – choir made up of community volunteer which includes present and former civilian and uniform OPP members performing at various locations and community events across the country. Communities can book the choir for a variety of events via the OPP website<sup>17</sup>
- **Positive Ticketing Program** – this program offered by the OPP in partnership with Mac’s Convenience Stores recognizes positive behaviours from youth in different communities policed by the OPP. Members of the OPP issue coupons for a free cold beverage in the summer and hot beverage in the winter when they show positive behaviours<sup>18</sup>
- **Project Safe Trade** – the OPP creates a “community safe zone” where members of the community can trade or auction their wares in the OPP parking lot<sup>19</sup>
- **Community Bear Program** – OPP provides teddy bears to children who have fallen victim to difficult circumstances as a form of comfort during situations where they may be frightened or overwhelmed<sup>20</sup>
- **Project Sunset** – Strength based experiential learning model created by the OPP based on the curriculum of Project Venture, which was developed by the National Indian Youth Leadership Project. This model was created to aid in the reduction and prevention of substance misuse, crime, social disorder by youths in the community. The engagement of youth is done through both classroom and outdoor learning opportunities<sup>21</sup>

In addition to the variety of community events and services that the OPP offer, the Dryden detachment of the OPP is proposing, should the City of Dryden accept the OPP policing contract, to have one dedicated Community Safety Officer (CSO) that acts as the face of the OPP in the communities within the zones that the Dryden detachment polices. This officer will dedicate time to building relationships with members of the community and will collaborate with local community partners to support social development and promote community safety. If Dryden were to accept the OPP Contract Policing Proposal, this CSO would be splitting their time between the communities within their zones such as Vermilion Bay, Machin, and Oxdrift, in addition to Ignace (if the CSO responsible for that area was called to the front lines). Although the CSO would have a variety of responsibilities in several municipalities, the majority of their time would be spent in Dryden. Moreover, if the City of Dryden decided they wanted to have a CSO who was 100% dedicated to Dryden, they could request this individual be hired and it would be invoiced to the City as an enhancement cost for the officer’s salary and benefits.<sup>22</sup>

### 3.1.5.2 DPS Community Policing

Through comprehensive research and discussions with key members of the DPS, community policing initiatives are at the forefront of services that the DPS provides to the City of Dryden. DPS currently has one dedicated fulltime CSO

whose primary focus is promoting safety and crime prevention within the City through participation in an abundance of school and civic functions.

DPS is focused on having boots on the ground within the City of Dryden, ensuring that the members of the police service form strong relationships with members of the community to encourage prevention measures and safety.

Based on a review of DPS's Annual Reports and through interview responses with members from DPS and the Police Services Board, the DPS provide significant community policing initiatives and programming throughout the City of Dryden. Below are highlights of some activities facilitated and run by members of the DPS:<sup>23</sup>

- **Project Sunset** – DPS's CSO leads a community-centred approach to build youth resiliency through sustainable partnerships that identify solutions to youth crime, social disorder, and crisis. Although the OPP began the program in the area, DPS is responsible for the program within the New Prospect School in Dryden engaging with students in both outdoor and indoor activities to develop life skills and reinforce positive behaviours for youth in the community
- **First Rider Program** – the CSO attends the Northwestern Student Services – First Rider Program to teach student about bus safety. The DPS also conduct school bus safety and evacuation training at all schools in the City through standardized training provided by the Northwestern Ontario Services Consortium
- **Winter Coat Drive** –DPS runs a Winter Coat drive where they collect and distribute winter clothing to individuals in need
- **Education Sessions** – the DPS facilitate a variety of education sessions for grade 6 students within the City with topics that include but aren't limited to: bullying, sexting, peer pressure, alcohol and drug awareness, and healthy relationships etc.
- **Committees** – members of DPS sit on several committees including DAIRS (Dryden Ignace Area Impaired Reduction Strategy), PARTY (Prevent Alcohol & Risk-Related Trauma in Youth), Christmas Cheer, YCJA (Youth Criminal Justice Act) and DARRT (Dryden Area Risk Response Team). Within these committees, members of the DPS share their voice on important issues facing the community and facilitate or participate in a variety of activities and events throughout the year
- **Presentations** – members of the DPS conduct several presentations with different community group on different topics of important to the community. Community groups include schools, not-for-profits and for profit organizations

As reported by key stakeholders, members of DPS and the Police Services Board, community policing is at the heart of DPS and there was some concern that if the City of Dryden accepted the OPP Contract Policing Proposal that it would be detrimental to community policing within the City. Areas of concerns surrounded the loss of the incredible relationships that members of the DPS have formed within the community and their active involvement in City events promoting public safety.

However, the OPP have a dedicated CSO within the Dryden detachment who would spend much of their time within the City of Dryden. Furthermore, the OPP are currently active within the community and within other communities they police. Although the OPP may not appear to be as active in Dryden as the DPS, they are not the current police service within City limits and are respectful of that boundary. The OPP Detachment Commander indicated that should the City adopt the OPP policing model that he would be happy to sit down with the Police Services Board to discuss priorities for the City of Dryden and the community policing efforts that the Board would like to see continued.

### 3.1.6 Additional/Extra Services

Based upon interviews with members from the City of Dryden, Police Costing Committee, Police Services Board, and DPS, there is a breadth of additional services that the DPS currently provide the City that the OPP may not provide should the City transition to the OPP policing model. Below is a breakdown of these services and a response from the OPP regarding the services they would continue to provide the City, and those that they would not.

#### 3.1.6.1 Ambulance Calls

The perception exists that there is a lack of adequate EMS resources within the City of Dryden. Kenora District Services Board only staffs one crew on an ambulance at any given time in the City of Dryden for the population of 8,000 residents. This often means a lengthy wait time for the ambulance to attend an incident. In wake of this difficulty, the DPS is dispatched to all ambulance calls regardless of the situation. It was reported that this service is appreciated by members of the community.

In consultation with EMS and Dryden Fire Services it was indicated that the service provided by DPS is appreciated, but that it may be unnecessary for them to attend all calls as opposed to waiting to be dispatched to calls where they are needed. The Dryden Fire Services has undergone additional training and have an agreement with the EMS to be the second tier of care in these situations. Although this is the case, occasionally, DPS has transported a patient in critical condition to the hospital when an ambulance is not able to attend in a timely fashion and this is a service that the Dryden Fire Service will not provide.

The OPP indicated that assisting an ambulance would be included as a call for service and if requested they could dispatch to all calls, although dispatch is based on a priority level system and if they are on a higher priority call at the time, they could not guarantee they would attend every ambulance call. They suggested a more appropriate model may be to only dispatch to calls where their services were required. They also indicated that they would not transport patients to the hospital unless it is a life or death situation, as it would pose a significant organizational liability. Dispatching to ambulance calls only when requested, could be a model considered by DPS if they were to continue providing policing services to the City of Dryden.

#### 3.1.6.2 Mental Health Transport

The DPS currently transports individuals from the Dryden Regional Health Centre (DRHC) to the dedicated mental health facility in Kenora for mental health assessments. Interviews with individuals from both the DRHC and EMS indicated appreciation for the services provided by the DPS because it has allowed for the safe transportation of patients who were violent or could pose a threat to EMS or hospital employees and/or themselves. Although mental health transports are something that DPS does in exceptional circumstances within their own police cruisers, there is a significant liability in providing these services and this is not a service the OPP would offer. DPS indicated that they are filling a need in the community by transferring these patients to the mental health facility to ensure the safety of EMS and hospital employees. If ambulance service was enhanced, DPS would not transport these individuals in DPS vehicles. The OPP indicated they would complete medical transports by having an OPP cruiser follow behind the ambulance as patients are being transported, if requested by the hospital. In this case, the hospital would be responsible for the costs of the officers for the duration of the requested mental health transport. The OPP indicated they could also charge cruiser costs for that time, but that they have not historically charged for those costs.



### **3.1.6.3 Hospital Security**

DPS currently provides the DRHC security services on request. Members of the DPS remain at the hospital with patients when requested by DRHC staff to ensure that patients and hospital staff remain safe in potentially violent or dangerous situations. Interviewees from the hospital indicated this is an essential service that they fear would not continue should the City of Dryden transition to the OPP policing model. In conversations with the OPP, interviewees indicated that they will stay at the hospital with patients; however, typically leave once a Form 1 is signed and the patient is deemed to be a psychiatric patient. The OPP indicated they will remain in the hospital or respond to a call from the hospital if a patient is violent or there are safety concerns.

Hospital interviewees indicated that the OPP currently have a contract with the hospital in Lake of the Woods to remain in the emergency room with patients up to an hour, providing the hospital employees time to “fast-track” these individuals into the system. However, unlike Kenora, Dryden does not currently have a dedicated mental health facility to quickly transfer patients who need these types of services.

### **3.1.6.4 Prisoner Transport**

Currently, both the OPP and DPS provide prisoner transport services for the City of Dryden. The prisoner transports that the OPP currently provides the City are directly billed to the City of Dryden on a monthly basis. If the OPP were to provide policing services for the City of Dryden, they would complete all prisoner transports, and these would be billed back to the City on a per property basis as further described in the financial section of this report. If the DPS were to remain the policing service provider to the City, prisoner transports would continue to be provided by both the DPS and OPP on an as needed basis, with the OPP invoicing the City on a cost recovery basis.

### **3.1.6.5 Court Security**

The City of Dryden has a courthouse within City limits and, as such, the DPS have been solely responsible for court security. The OPP in the Dryden detachment have a designated Court Security Officer who is responsible for court security for OPP’s prisoners, but once prisoners are brought into the City of Dryden’s court, they are under the responsibility and purview of DPS’s designated Court Security Officer. DPS currently has one designated Court Security Officer and two Special Constables responsible for court security. The OPP contract policing proposal provides for two special constables and an administrator designated to Court Security in addition to having support from OPP’s current fulltime Court Security Officer. Therefore, court security will largely be unchanged regardless of the policing model.

## **3.1.7 Other Jurisdictional Research**

Individuals from Kenora, Perth, Pembroke and Fort Frances who were actively involved in the original proposal process indicated that they are pleased with the services provided to them by the OPP. There were common themes surrounding the importance of forming a strong relationship with the Detachment Commander. It is reported that service requests the communities have made of the OPP have been actively considered. Although this is the case, there was indication that there is more process and procedure and certain requests need to be approved at multiple levels of the organization, but overall, they feel their requests have been properly considered and implemented to the best of the OPP’s ability in alignment with their policies and guidelines.

Interviewees from cities and towns that switched to the OPP policing model indicated they were pleased with the community policing efforts of the OPP within their jurisdictions in terms of presentations and sessions provided

within the community and schools. Interviewees indicated they would like to see an increase in foot patrols; however, they provided the same request of their municipal police service. One interviewee indicated that requests for additional foot patrols or community policing efforts are relayed to OPP's Head Office in Orillia and whenever possible, changes have been made to the policing activities as much as their alignment with corporate objectives will allow. Overall, all communities interviewed indicated that they are pleased with the level of community policing they are receiving from the OPP.

Interviewees also indicated that the OPP were focused on proactive policing and working to reduce the calls for service numbers within their specific jurisdictions by getting to the root cause of issues facing the community. The OPP has been active in several community initiatives and committees to ensure that specific community needs are being met. Interviews also pointed to the breadth and depth of resources that the OPP has, which allows best practices across Ontario to be shared throughout the municipalities they serve.

It was indicated that for Perth, Kenora and Fort Frances the majority of staff (exact numbers not provided) were employed by the OPP when the contract was accepted, although Perth transitioned to the OPP model in 2013, Kenora in 2009, and Fort Frances in the early 1990's, and there were a number of employees who decided to enter into early retirement. For a more recent representation of staff employment by the OPP, the Town of Midland, who transitioned to the OPP in 2018, had 69% of their municipal police service employees seek employment with the OPP. Of these individuals, 75% of the civilian staff and 65% of the uniformed personnel who applied received offers of employment.<sup>24</sup>

The OPP's service offerings across the province are standardized according to the list in Appendix 6. The OPP maintains the same standards of service based on policies and procedures determined in consultation with OPP's Head Office in Orillia.

Reasons for rejecting the OPP Contract Policing Proposal with regards to service included loss of jobs in the community,<sup>25,26</sup> too many unknowns surrounding police presence within city limits,<sup>27</sup> and sentiment that if they were unhappy with the levels of service that were provided by the OPP, they could not easily return to a municipal policing model.<sup>28</sup>

### 3.1.8 Service Summary

Service Area	DPS Policing Model	OPP Policing Model
<b>Staffing Levels</b>	<ul style="list-style-type: none"> <li>20 Uniform Officers</li> <li>Six Civilians</li> </ul>	<ul style="list-style-type: none"> <li>24.84 Uniform Officers</li> <li>Six Civilians</li> </ul>
<b>Service Standards</b>	<ul style="list-style-type: none"> <li>Local Policing Model</li> <li>24/7 Policing</li> <li>Two Uniform Officers on Patrol within the City at a time</li> </ul>	<ul style="list-style-type: none"> <li>Integrated/Regional Policing Model</li> <li>24/7 Policing</li> <li>Three Uniform Officers on Patrol within the City at a time</li> </ul>
<b>Services Offered</b>	<ul style="list-style-type: none"> <li>Any services not offered by the DPS are currently provided to the City of Dryden by the OPP at no extra cost</li> </ul>	<ul style="list-style-type: none"> <li>The OPP offer the City of Dryden all services currently offered by the DPS and by the OPP except for school crossing guards and animal control and building code by-law enforcement</li> </ul>

Service Area	DPS Policing Model	OPP Policing Model
	*City of Dryden will continue to be responsible for By-Law Enforcement Officers and School Crossing Guards regardless of the policing model	
Provincially Mandated Responsibilities vs. Municipal Responsibilities	<ul style="list-style-type: none"> <li>N/A</li> </ul>	<ul style="list-style-type: none"> <li>The OPP would provide the City of Dryden with its provincial responsibilities at no extra cost to the City</li> </ul>
Community Policing Focus	<ul style="list-style-type: none"> <li>One dedicated CSO</li> <li>Actively involved in the community through presentations, parades, and a variety of events</li> </ul>	<ul style="list-style-type: none"> <li>One dedicated CSO shared between the different municipalities within the zones policed by the OPP Dryden Detachment</li> <li>The City of Dryden could cover the full costs associated with a CSO if the City determine they wanted a designated CSO just for the City of Dryden</li> <li>Feedback from other jurisdictions indicated that the OPP provides community policing services when directly requested by the City</li> </ul>
Additional / Extra Services	<ul style="list-style-type: none"> <li><i>Ambulance Calls:</i> DPS currently attends all ambulance calls even when not requested to attend the call</li> <li><i>Mental Health Transport:</i> DPS currently transports mental health patients if requested by the hospital in their cruiser cars and bills the hospital on a cost recovery basis</li> <li><i>Hospital Security:</i> DPS will remain at the hospital with a patient when requested</li> <li><i>Prisoner Transport:</i> DPS and OPP currently provide the City of Dryden prisoner transport services, and the OPP bill the City on a cost recovery basis</li> <li><i>Court Security:</i> DPS is currently responsible for court security within the City of Dryden</li> </ul>	<ul style="list-style-type: none"> <li><i>Ambulance Calls:</i> OPP would attend ambulance calls as requested according to the priority levels of the calls for service at the time – it was noted that it would not be efficient for the OPP to attend every ambulance call</li> <li><i>Mental Health Transport:</i> OPP would not transport mental health patients in their own cruiser cars due to liability, but would follow behind the ambulance and the hospital would be charged for the costs associated with the officers' time</li> <li><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</li> <li><i>Prisoner Transport:</i> OPP would provide the City of Dryden prisoner transport services and bill the City on a cost recovery basis</li> <li><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</li> </ul>

## 3.2 Governance

A variety of indicators were utilized to determine a comprehensive comparison of governance for the proposed OPP policing model and the current governance framework provided for the DPS. The City of Dryden is expected to maintain a Police Services Board should it transition to the OPP policing model, although the governance structure will look different. Below is a list of seven sections that will be further broken down and described throughout this section.

- 1) Governance Overview
- 2) Police Services Act Requirements
- 3) Levels of Flexibility, Autonomy and Input
- 4) Consultation Methodology
- 5) Internal Review
- 6) Assumption of Risk / Liability
- 7) Other Jurisdictional Research

### 3.2.1 Governance Overview

It has been widely acknowledged that the changing environment within which Canadian policing occurs is outpacing most policing agencies' ability to adapt and respond. Communities in Ontario, like every other province, are facing ever-increasing public and political demands and that combined with continually emerging fiscal restraints poses enduring challenges for police services.

Due to operating in a dynamic landscape, police services are required to constantly innovate on traditional knowledge and practices in order to develop new ways of delivering policing services. The public expects the organization that delivers policing services to their community be adaptable and responsive to this evolving landscape, including evolving expectations and demands of governments, and that what they do aligns to the needs of all the stakeholders. Civilian participation in this transformation through oversight bodies represents a growing acceptance for direct civilian involvement in the oversight of police.

The Police Services Act in Ontario governs policing in Ontario. Key provisions of the Act include the following areas:

- Policing responsibilities
- Core functions
- Service delivery
- Civilian Governance
- Financing
- Police Oversight

Under Section 4(1) of the Police Services Act, every municipality is required to provide adequate and effective police services in accordance with its needs. As municipalities have a responsibility to provide police services, they also must

have a police services board. This is all done for the purpose of delivering these services in an adequate and efficient manner.<sup>29</sup>

Police Services Boards are responsible for meeting current needs, but also for planning for the future. They also have a role in deciding what the future should look like, with input from the community. To achieve optimum outcomes, Police Services Boards must be structured properly, well trained, diverse in experiences and perspectives and possess an unwavering commitment to serve their community.

As stated, civilian governance and oversight through Police Services Boards is essential for ensuring the delivery of adequate and effective policing to the community. Effective oversight of the police is the way that the public and police remain partners in the preservation of public safety and ensures police legitimacy in the eyes of the community. Whatever the model, the community must have a voice and respect those that perform the policing function. The governance and accountability that civilian oversight creates work in tandem.

Police Services Boards oversee how policing is provided in their local community. They contribute to their community's safety and well-being by working with the citizenry and organizations to ensure their community receives the appropriate policing it needs.

Police boards essentially have two main focuses; performing a buffer role between the police and politicians and being an advocate for the community by giving them voice.

Presently, the Dryden Police Services Board ensures police services meet the needs of the public. Their duties include:

- Appointing members of the Dryden Police Service;
- Appointing the Chief of Police and determining objectives and priorities of police services in the municipality;
- Establishing policies for management of the police service;
- Recruiting and appointing a Chief of Police and annually determining remuneration and working conditions;
- Directing the Chief of Police and monitoring his or her performance; and
- Establishing guidelines for dealing with complaints.

Police Services Boards are often caught between and feel pressure from competing political interests and priorities. The quality of governance is very much contingent upon how the board can negotiate the various challenges within the context in which it operates. The goal of developing a sound model for governing police boards is to provide structure and operations that would minimize the potential for political interference while holding the police service accountable.

Effective Police Services Boards possess a solid understanding of what governance means and how to apply it in practice. Collaborative and amicable relationships with the Chief of Police or Commanding Officer is crucial. It is also critical for Police Services Boards to be objective and unrelenting in demanding to know how operations meet the values set in place to guide the direction of the organization. This means Police Services Boards should focus on questions of policy, strategic value and managing risk in the future rather than concerning itself with day to operations or ongoing investigations.

### 3.2.2 Police Services Act Requirements

The differences between municipalities with their own police service and those who are policed by the OPP can be found by comparing and contrasting Sections 31 and 10 of Ontario's Police Services Act. These sections generally outline the responsibilities for boards. In this section of the report, a brief comparison of some of the differences between Section 31 and 10 will be made as indicated in the table below. It is important to note, that both sections make it mandatory for there to be a police service and civilian oversight through police board governance. In the table below, "PSB" abbreviates Police Services Board.

**Table 6 – Police Services Act Section 31 and Section 10 Comparisons<sup>30</sup>**

Section 31 Municipal Policing Model	Section 10 OPP Policing Model
PSB appoints members of the municipal police service	No defined role for appointing members of the police service
PSB will determine, after consultation with the Chief of Police, objectives and priorities with respect to police services in the municipality	Consultation will happen with the Detachment Commander or his or her designate
PSB establish policies for the effective management of the police service	PSB, after consultation with the Detachment Commander or his or her designate, will establish any local policies with respect to police services but not with respect to provincial policies of the OPP with respect to police services
PSB will recruit and appoint the Chief of Police and any Deputy Chief, and annually determine their remuneration and working conditions, taking their submissions into account	PSB will participate in the selection of the Detachment Commander assigned to the municipality
PSB will direct the Chief of Police and monitor his or her performance	PSB will monitor the performance of the Detachment Commander
PSB will establish policies respecting the disclosure by the Chief of Police of personal information about individuals	No defined role with regards to establishing policies
PSB will receive regular reports from the Chief of Police on disclosures and decisions under Section 49 (secondary activities)	PSB will receive regular reports from the Detachment Commander on disclosures and decisions under Section 49 (secondary activities)
PSB will establish guidelines with respect to the indemnification of service members for legal costs under Section 50	No defined role with regards to the indemnification of service members for legal costs under Section 50
PSB will establish guidelines for dealing with complaints made under Part V	No defined role with regards to establishing guidelines for dealing with complaints made under Part V
PSB will review the Chief of Police's administration of the complaints system under Part V and receive regular reports from the Chief of Police on his or her administration of the complaints system	PSB will review the Detachment Commander's administration of the complaints system under Part V and receive regular reports from the Detachment on his or her administration of the complaints system
PSB shall submit operating and capital estimates to the municipal council that will show, separately, that amounts that will be required to; maintain the police service and	No defined role for submitting operating and capital estimates to the municipal council

Section 31 Municipal Policing Model	Section 10 OPP Policing Model
provide it with equipment and facilities and to pay the expenses of the PSB's operation other than the remuneration of PSB members	
PSB is responsible for labour relations such as participation in collective bargaining and grievance	PSB would have no say with regards to the OPP collective agreement negotiation

### 3.2.3 Levels of Flexibility, Autonomy and Input

Through interviews with key individuals from the current Police Services Board, DPS, the City of Dryden and the OPP a comprehensive understanding of governance currently and under the OPP model has been developed. There is currently some concern regarding key decision-making authorities of the Police Services Board should the policing model transition to the OPP.

In interviews with the OPP, the Detachment Commander indicated that it is up to the Police Services Board to decide upon their desired level of involvement with the OPP. In the OPP's experience with regards to other municipalities policed out of the Dryden detachment, other Police Services Boards have wanted more of a reporting relationship as opposed to being actively involved with oversight of the OPP. Although this is the case, Dryden's Detachment Commander indicated that there is always a willingness to have the Police Services Board be more involved in oversight and setting direction for the OPP, and that the OPP has always responded well to different requests made by the Police Services Boards in the past. Dryden's Detachment Commander hopes to work closely in collaboration with the Police Services Board should the City of Dryden transition to the OPP policing model.

Due to the OPP's organizational size, structure and added layers of bureaucracy, the Police Services Board could lose some of its autonomy or control in the shaping of strategic direction and policy development for their specific detachment. Although this is the case, there is a commitment by both the police agency of jurisdiction, regardless if it is the OPP or DPS, and the body that governs it to explore innovative ways to address community safety and law enforcement, including possibilities to bring to the planning table all the other key community stakeholders (e.g. Health, Mental Health, Addictions, Education, Housing, etc.). To be effective at establishing these strategic partnerships, the police need to be approachable, responsive and adaptable to new ways of thinking and acting in order to be innovative and progressive as possible. Both the DPS and OPP have demonstrated and indicated their commitment to establishing these strategic partnerships within the City of Dryden.

### 3.2.4 Consultation Methodology

As indicated in the Police Services Act and by members of the OPP during interviews, the Police Services Board can consult with the Detachment Commander within their designated OPP detachment at any time regarding questions, requests or concerns they may have. This is similar to the relationship the Police Services Board currently has with the DPS Police Chief, although with the municipal police force any questions, requests or concerns can be acted on more expediently due to reduced process evident within the larger OPP model.

The Detachment Commander provides monthly or quarterly reports as requested. Reports contain detailed information regarding calls for service broken down into OPP's specific workgroups, public complaints, daily activity reporting, staffing updates and CSO activities throughout the reporting period. Dryden's OPP Detachment Commander indicated that the Police Services Board can request additional reporting, or a further breakdown of

items and he would acquiesce, as it is a collaborative effort to ensure that everyone has the information they need or want with regards to governance and oversight.

The annual action/business plan is completed in consultation with the Police Services Board, although the strategic direction of the plan is subsequently vetted by regional experts to ensure that it aligns with the corporate strategic plan. Overall, the OPP indicated that they address goals and objectives corporately with a local flavor included in every business plan through consultation with the Police Services Board.

### **3.2.5 Internal Review**

The Police Services Board will have input into the selection of the Detachment Commander, although the selection process would be shared with board members from other municipalities policed by the Dryden OPP Detachment and members of the OPP. This differs from the current Police Services Board in the City of Dryden which has complete control and input into the selection of the DPS Chief of Police.

As indicated in the previous section, officer complaints are reported in the monthly or quarterly reports although the total number of complaints and resolution process are not shared with the Police Services Board until after they are resolved. Therefore, if the City of Dryden accepted the OPP Contract Policing Proposal the Police Services Board would not be involved in the resolution process, whereas they are involved in these types of processes currently. Although this is the case, the OPP have strict policies and procedures in place and the appropriate recourse can be assumed to occur for any employees having a complaint filed against them.

Should the Police Services Board have complaints regarding the OPP Detachment Commander, and do not feel it is a conversation they can have with the Detachment Commander, they would report the complaints to OPP's Head Office in Orillia.

The review process differs between the OPP and DPS policing models, with the Police Services Board having more control and more active involvement in the internal review process for DPS as opposed to what they would have should the City of Dryden transition to the OPP policing model.

### **3.2.6 Assumption of Risk / Liability**

Currently, the City of Dryden assumes all risk and liability with regards to the DPS and the police service's employees. Should a uniform officer/City get sued because of a wrongful action while on-duty, the costs associated with legal fees and other associated costs would fall to Dryden.

On the other hand, if the City of Dryden accepted the OPP Contract Policing Proposal, the OPP would assume all risk and liability. The risk and liability mitigation that the OPP provides should the City of Dryden accept the OPP Contract Policing Proposal is a significant advantage the OPP provides.

### **3.2.7 Other Jurisdictional Research**

When interviewing other jurisdictions about governance, respondents indicated that they did not feel there has been large discrepancies between the governance structure with their municipal police services versus governance structure with the OPP. Other municipalities have been pleased with the level of input they have been allowed regarding the overall focus and goals for their OPP detachments, although they have found that requests made by the Police Services Boards may take more time to be implemented than when they had their municipal police force



as there is a larger structure in place for reviewing requests. Although a structured framework and process can increase communication and implementation periods, some interviewees also found value in the presence of increased processes and frameworks.

All interviewees indicated that they are pleased with the level of reporting provided to them by the OPP and that communication with their Detachment Commanders has been strong throughout the duration of the OPP policing their municipalities.

Although interviewed municipalities that transitioned to the OPP model have indicated their satisfaction with the governance structure, some municipalities that decided not to accept the OPP Contract Policing Proposal indicated that perceived loss of control was a large determining factor in rejecting the proposal.<sup>31,32</sup>

### 3.2.8 Governance Summary

Governance Area	DPS Policing Model	OPP Policing Model
<b>Level of Flexibility, Autonomy and Input</b>	<ul style="list-style-type: none"> <li>• Full flexibility, autonomy and input into oversight and governance of the municipal police service</li> <li>• Heavily involved with all key decision making surrounding the policing for the City of Dryden</li> </ul>	<ul style="list-style-type: none"> <li>• Less key decision-making capabilities and flexibility, autonomy and input into oversight and governance of the OPP.</li> <li>• Although this is the case, input from the PSB will always be considered by the Detachment Commander when making decisions</li> </ul>
<b>Consultation Methodology</b>	<ul style="list-style-type: none"> <li>• Police Services Board can consult with the Chief of Police and the Chief of Police provides a report for each board meeting</li> </ul>	<ul style="list-style-type: none"> <li>• Police Services Board can consult with the Detachment Commander and the Detachment Commander provides monthly or quarterly reports as requested</li> </ul>
<b>Internal Review</b>	<ul style="list-style-type: none"> <li>• Police Services Board is actively involved and informed about internal reviews with regards to complaints or officer misdemeanors</li> </ul>	<ul style="list-style-type: none"> <li>• Internal reviews will be conducted within the OPP and information will be shared with the Police Services Board on an as needed basis</li> </ul>
<b>Assumption of Risk/Liability</b>	<ul style="list-style-type: none"> <li>• The City of Dryden assumes all risk and liability for the municipal police service</li> </ul>	<ul style="list-style-type: none"> <li>• The OPP assumes all risk and liability for their police service</li> </ul>

## 3.3 Financial

The final comparison measure within the evaluation framework is “Financial”. A comprehensive 15-year projection was created to build the comprehensive financial comparison of the proposed OPP policing model and current policing services. Below is a list of nine sub-sections further described throughout this section.

- 1) Switching Costs
- 2) Initial 3(+)-Year Costs
- 3) Base Service Costs
- 4) Calls for Service Costs

- 5) Additional/Extra Service Costs
- 6) Financial Projection
- 7) Year-End Reconciliation
- 8) Sensitivity Analysis
- 9) Other Jurisdictional Research

### 3.3.1 Switching Costs

If the City of Dryden were to accept the OPP Contract Policing Proposal, it would incur several upfront switching costs while maintaining the current police service would not. The following subsections outline switching costs included in the financial projection. Switching costs are incurred within “Year 0” of the model.

#### 3.3.1.1 Uniform, Vehicle and Equipment Costs

Initial costs for uniform, vehicle and equipment were estimated by the OPP to be \$663,067. Details of uniform, vehicle and equipment costs are located in Appendix 7.

#### 3.3.1.2 Severance

One of the largest switching costs the City of Dryden would incur should the OPP Contract Policing Proposal be accepted is severance costs for DPS officers and/or civilian staff not be transitioning to the OPP. DPS’s current collective agreement was reviewed in concert with the City of Dryden. Recent arbitration decisions in Ontario were also utilized to determine the most likely severance costs. DPS’s current collective agreement offers four weeks severance per year of service in addition to \$1,000 for education and training, whereas recent arbitration provided five weeks severance per year of service in addition to \$5,000 for education and training. The City of Dryden would also have to pay out the current dispatch agreement at an estimated one-time cost of \$100,000.

The model assumes that the Police Chief, Inspector, Administrative Assistant and Custodian would not be transitioning to the OPP. Severance was calculated for the remaining staff at 0%, 25%, 50%, 75% and 100% transition to the OPP. In consultation with the project committee, it was determined the most likely outcome would be 75% of uniform officers, 0% clerical staff and 0% of night guards transition to the OPP. The result is a total severance cost of \$2,070,400. Financial projections for the 0% and 100% transition options were also completed to help the City understand the effect the costliest and least costly results should a transition to the OPP model occur. Detailed severance costs are included in Appendix 8.

**Table 7 – Estimated Severance Costs Scenarios for the City of Dryden Transition to OPP**

	0% Transition to OPP	75% Uniform Officers, and 0% Clerical and Night Guard Transition to OPP	100% Transition to OPP
Severance Costs	\$4,256,480	\$2,070,400	\$915,900

#### 3.3.1.3 Other Initial Costs

Meetings with the OPP and subsequent email follow-up informed other potential costs such as a beat radio system, facilities and renovations, legal and communications fees and records and information management costs. These costs were estimated to total \$305,000. The OPP was able to provide averages for the beat radio system and facilities

and renovations costs but declined to provide an estimate for the records and information management costs and could not provide an estimation for legal and communication fees. Therefore, in consultation with the project committee, a cost of \$20,000 was included as an estimate for the costs associated with records and information management. Additionally, a cost of \$65,000 was used as an estimate for the costs associated with legal and communications fees. A detailed breakdown of other initial costs is included in Appendix 9.

### 3.3.2 Initial 3(+)-Year Costs

In the first three fiscal years (January to December) the OPP has estimated the total annual costs of policing. As indicated to the City of Dryden, it is estimated that if the OPP Contract Policing Proposal was accepted, the transition from DPS to OPP would occur at the end of February 2020, and therefore two months of 2020 costs would be associated with DPS, and the remaining 10 months associated with the estimated OPP costs. From 2021 to 2023 the initial three-year costs provided by the OPP would comprise the total costs the City of Dryden would be responsible for over the three years and 10 months. These costs would include the full costs associated with 24.84 uniform FTEs and 6.00 civilian FTEs to perform municipal policing activities for the City of Dryden. For 2019, these costs were estimated to be \$4,754,600. During this initial period, civilian and uniform officer salary costs are assumed to increase at a rate of 1.9% as provided in the OPP Contract Policing Proposal.

During this 3(+)-year timespan, the OPP will complete statistical analysis of the City of Dryden's calls for service levels so that they can accurately estimate the provincial weighted time standard for different call types in addition to the number of calls for service that the City requests annually.

A detailed breakdown of the initial 3(+)-year costs associated with transitioning to the OPP policing model are included in Appendix 10.

### 3.3.3 Base Service Costs

An updated OPP Billing Model was created in 2015. This model incorporates a "base service cost" which is determined by the number of properties in a municipality and a standard province-wide average base service cost per property that is updated annually. The number of municipal properties is estimated based on the Municipal Property Assessment Corporation's (MPAC) annual property counts, and household, commercial and industrial properties are included in the annual count.<sup>33</sup>

OPP confirmed the current property count for the City of Dryden as 3,877 in 2019, based on MPAC data. The estimated base services cost per property for 2019 is \$189.54. Therefore, the base services costs for the City of Dryden would be \$734,846.58. Below is a table for the OPP base services cost per property since 2015. The base services cost per property has been declining an average of 1.4% per year.

**Table 8 – Decrease in Base Service Cost Per Property for the OPP Costing Model**

	2015 Reconciled	2016 Reconciled	2017 Estimate	2018 Estimate	2019 Estimate
Base Service Cost Per Property	\$200.91	\$193.63	\$191.81	\$191.35	\$189.54
% Change	-	-4%	-1%	0%	-1%
Average Annual % Change	-1.4%				

For the financial projection, it is assumed that the base service costs per property will remain constant at \$190. The City indicates that its City's property count has remained stable throughout the past five years and it is not anticipated to change materially. Therefore, the Dryden property count for the financial projection is assumed to remain at 3,877 for the 15-year timespan for a total base service cost of \$736,630 annually.

### 3.3.4 Calls for Service Costs

#### 3.3.4.1 DPS's Calls for Service

DPS provided historical calls for service data from 2014-2018 in two forms – UCR Stats (All Violations) and UCR Occurrence Stats (master codes). The calls for service numbers associated with the UCR Stats (All Violations) in addition to the UCR Occurrence Stats calls for service numbers that had not already been accounted for in the UCR Stats (All Violations) document were included in the total calls for service numbers. Many of the master codes and sub-codes were present on both documents, although numbers were indicated to be slightly different in some cases depending on when the UCRs occurred and when they were approved. The UCR Stats (All Violations) calls for service numbers under the specified codes were used to account for calls for service as opposed to the UCR Occurrence Stats data for the same codes, to not duplicate calls for service data. Calls for service include a multitude of occurrences ranging from calls that require significant time and resources such as attempted murder and missing persons to calls that take less time and resources such as responding to a police information requests, false alarms and towed vehicles. Some of these calls that are less resource and time intensive are included in the base service costs for the OPP, whereas the more time and resource intensive calls are often included as billable calls for service.

Because the OPP would most likely not be attending all Ambulance Assist Calls, these calls for service were reviewed and further broken down to account for the ambulance assist calls where the police were requested or where the ambulance was significantly delayed or unable to attend to accurately compare call volumes. This smaller number of calls for service were used in the financial projection as opposed to the larger number attributed to all ambulance calls that occur within the City of Dryden.

The average annual percent change in calls for service was calculated to determine the likely subsequent need for additional uniform officers throughout the 15-year financial projection. See the below table for DPS's calls for service and average annual percent change from 2014-2018.

**Table 9 – City of Dryden’s Annual Calls for Service for the DPS**

	2014	2015	2016	2017	2018
DPS Calls for Service	5,998	6,363	7,176	7,083	7,592
% Change		6%	13%	-1%	7%
Average Annual % Change	6.19%				

It is unlikely that the 6.19% annual increase in calls for service is a long-term trend, assuming the City of Dryden’s population remains stable. The Dryden Police service indicates that some of the increase may be related to increased diligence related to call administration. Therefore, for the financial projection it was assumed that the calls for service would increase at 6.19% for the first two years from 2019-2020, 4% from 2021-2022 and 2% for the remainder of the projection.

### **3.3.4.2 Costs Associated with DPS’s Calls for Service**

DPS indicated that from 2014-2018, of their 20 uniform officers, the Chief of Police, Inspector and Court Security Officer did not respond to calls for service resulting in 17 of DPS’s uniform officers respond to calls for service. Although the average number of calls for service per FTE is currently 402 (2014-2018 inclusive), the DPS have been able to handle manage fluctuations in the calls for service because of the relative “fixedness” of police costs. Therefore, for the purposes of the model, it is assumed that each uniform officer could respond to approximately 550 calls for service annually.

**Table 10 – Average Number of Calls for Service per Uniform Officer FTE**

	2014	2015	2016	2017	2018
# of Uniform Officer FTEs	17	17	17	17	17
Calls for Service	5,998	6,363	7,176	7,083	7,592
Calls for Service per FTE	353	374	422	416	446
Average Calls for Service per FTE	402				

In order to determine cost increases for DPS based upon an annual average increase in calls annually, uniform officer FTEs were added in the financial projection throughout the 15-year timespan on an as needed basis to maintain an average call for service per FTE level of approximately 550.

The costs associated with additional FTEs account for a Level Four Constable salary projected over the 15-years. The Constable salary was increased by 3.44% annually, the average annual rate calculated for DPS’s uniform officer salaries from 2013-2017. Other expenses associated with a Level Four Constable (i.e. benefits, training etc.) were calculated as a percentage of the annual salary based on the breakdown of these costs provided from 2015-2017. DPS also provided uniform and equipment costs for new hires at a rate of \$3,986 in 2018, which was projected by the rate of inflation (2%). Based on these assumptions, DPS would need to hire one additional uniform officer in

2023, 2026, 2029, 2031 and 2034 respectively for a total of five additional officers. A detailed breakdown of additional FTE calculations is included in Appendix 13.

### 3.3.4.3 OPP's Calls for Service

According to the OPP billing model, calls for service costs for a single municipality are calculated as a proportionate share of the total cost of municipal calls for service costs for the province of Ontario. The proportionate share of costs that a municipality is responsible for is based on weighted time standards that have been calculated based on historical calls for service data. The total weighted time for each municipality is calculated as a percentage of the total of all municipalities for each major billing workgroup multiplied by the number of calls of that specific type.<sup>34</sup>

Both the OPP and DPS use the RMS Niche system for collecting calls for service information. Therefore, many of the codes used for allocating calls for service in both the OPP and DPS models are the same and were allocated under the same codes.

Furthermore, there were multiple codes within DPS's calls for service data that were not included on the OPP model. The OPP reviewed these call types and indicated that the calls not included on their billing model fell under their base services cost, were not currently a chargeable call for service, or were provincial responsibilities and would not be charged back to the municipality.

Although this was the case, it was determined that there could be some calls for service coded by DPS staff members that the OPP would code differently under their billing model. In conjunction with the DPS model, Ambulance Assistance calls for service were only accounted for if they were ambulance assist calls where the police were requested or where the ambulance was significantly delayed or unable to attend. Additionally, Police Assistance calls were broken down to properly indicate whether calls were to assist public, fire, hospital, ambulance, other police agencies or child and family services as assisting other police agencies is not a billable call for service. In the OPP model, public and child and family services assist calls were allocated to the Public Assist calls for service code, fire assist calls were allocated to Assist Fire Department calls for service code, and the hospital and ambulance assist calls (requested or ambulance delayed calls only) were added to the Medical Assist calls for service code, in addition to any calls for service already indicated in those categories within the UCR Stats and UCR Occurrence Stats provided by DPS.

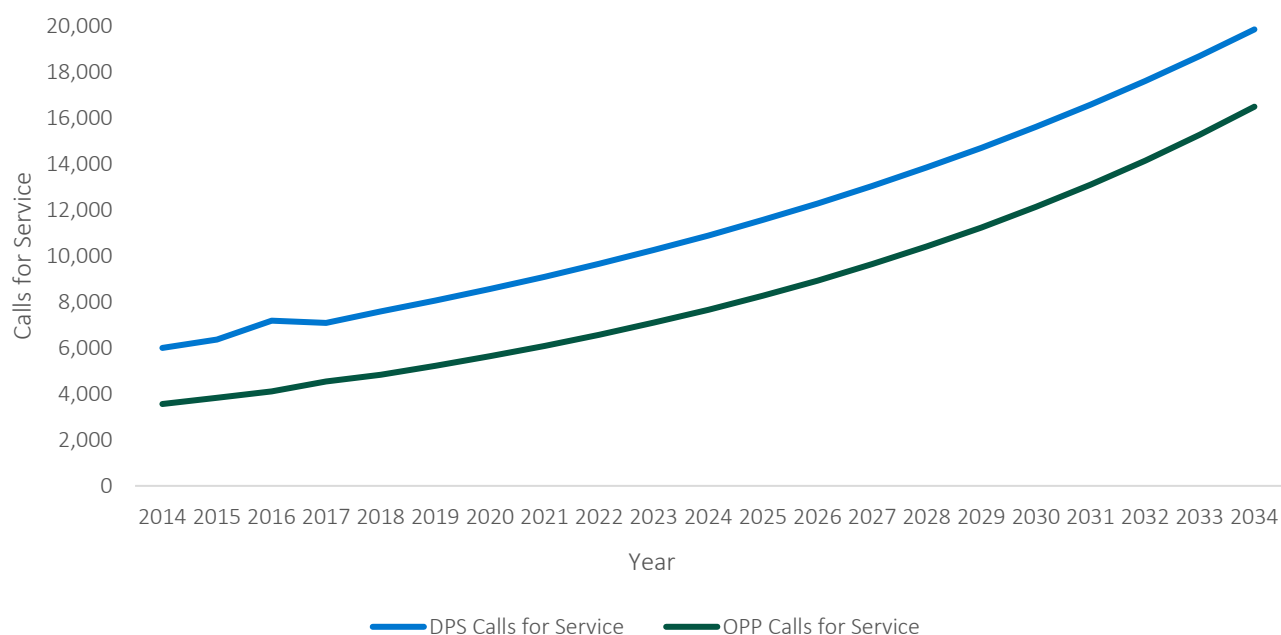
The average annual percent change was calculated to determine calls for service rate of change in the OPP billing model. The average annual rate of change for the billable calls for service included in the OPP model was 7.97% from 2014-2018.

**Table 11 – City of Dryden's Annual Calls for Service in the OPP Billing Model**

	2014	2015	2016	2017	2018
OPP Calls for Service	3,559	3,832	4,107	4,534	4,835
% Change		8%	7%	10%	7%
Average % Change	7.97%				

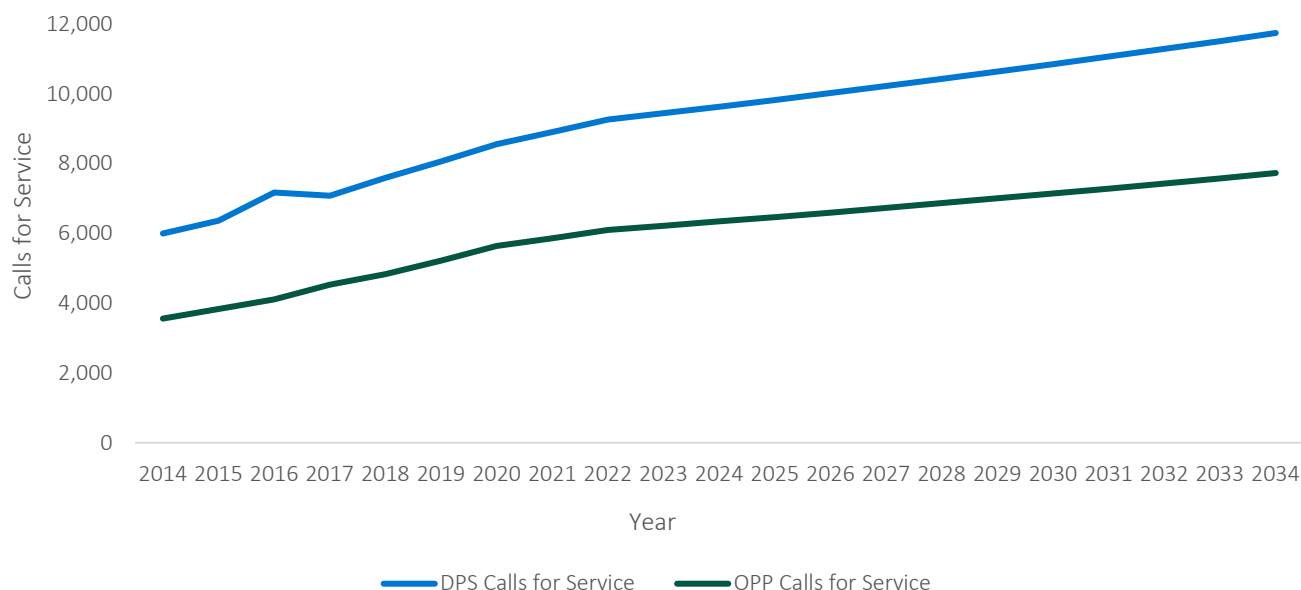
### 3.3.4.4 Comparison Between OPP and DPS Calls for Service Numbers

There is disparity between the rates of increase for DPS's total calls and OPP billable calls for service within that same set of calls. DPS total calls for service are increasing at a rate of 6.19% annually but, the proportion of DPS's calls for service that account for OPP's billable calls for service are increasing at a rate of 7.97% annually. The remaining portion of DPS calls for service that are not billable calls for service in the OPP model are increasing at a rate of 4.07%. Figure 1 depicts DPS's and OPP's calls for service increasing at their respective rates.



**Figure 1 – DPS and OPP Billable Calls for Service Projected by their Respective Calls for Service Annual Change Rate**

For the purposes of the financial projection, calls for service increase at a rate of 6.19% for DPS and 7.97% for OPP Billable calls until 2020, at which point the increase in calls for service is decreased to 4% from 2021-2022 and 2% for the remainder of the projection. Figure 2 depicts the calls increasing at the aforementioned rates utilized within the financial projection.



**Figure 2 – DPS and OPP Calls as Utilized Within the Financial Model**

### 3.3.4.5 Costs Associated with OPP's Calls for Service

DPS calls for service were utilized with the OPP calls for service cost templates for 2017, 2018 and 2019. The templates utilize three-year averages: 2013-2015 for the 2017 estimated costs, 2014-2016 for the 2018 estimated costs and 2015-2017 for the 2019 estimated costs. DPS's calls for service numbers were not be used in 2013 due to inconsistency coding calls for service numbers for that period. Therefore, the 2017 estimated calls for service costs used a two-year average from 2014-2015. The average annual percent change for calls for service within those years was 11.06%. A detailed breakdown of OPP's estimated calls for service costs in 2017, 2018 and 2019 are included in Appendix 11.

**Table 12 – City of Dryden Calls for Service Cost Estimates from 2017-2019 in the OPP Billing Model**

	2017 Estimate	2018 Estimate	2019 Estimate
Calls for Service Costs	\$1,523,145	\$1,648,589	\$1,877,424
% Change	-	8%	14%
Average % Change	11.06%		

To determine the proportion of annual change in costs attributable to an increase in OPP's operating costs versus an increase in calls for service, the same number of calls for each major billing workgroup were input into OPP's cost estimating tools to calculate an estimated cost for those calls for service for 2017, 2018, and 2019. Because the calls for service numbers were consistent, the average change in cost of 3.06% is attributed to OPP operating cost increases.



**Table 13 – OPP Calls for Service Costs Attributed to an Increase in OPP Costs**

	2017 Estimate	2018 Estimate	2019 Estimate
Calls for Service Costs (Holding CFS Constant)	\$741,438	\$755,237	\$787,433
% Change	-	2%	4%
Average % Change	3.06%		

As 3.06% of the costs associated with calls for service is due to an annual increase in OPP's operating costs, the remaining 8.00% of the 11.06% associated with calls for service cost increases must account for the increase in the number and types of calls for service – assuming Dryden's call proportion provincially and the time allocation for call types remain constant within the model.

The 8.00% increase in costs associated with cost increases annually due to an increase in calls for service is 0.03% higher than the calculated calls for service increase for the OPP. This difference can be partially attributed to the two-year average used in the 2017 OPP estimating tool to estimate the total annual calls for service costs. Additionally, the calls for service annual average change was not calculated on a two-year or three-year average. Some disparity could also be attributed to small variations in Dryden's call proportion provincially and to time allocations for call types.

Therefore, in all years of the financial model, 3.06% is used to estimate the increase in OPP's operating expenses. Additionally, in 2020, 8.00% is used to account for costs associated with an increase in calls for service to reflect Dryden's current call for service trend and 4% is utilized from 2021-2022. From 2023 to the end of the projection, in addition to the increase in costs associated with OPP's operating expenses, costs are projected to increase by a rate of 2%. From 2021 to the end of the projection DPS's and OPP's calls for service numbers are increasing at the same rate.

### 3.3.5 Additional/Extra Service Costs

#### 3.3.5.1 Police Services Board

As indicated in the Governance section of this report, regardless of the policing model the City of Dryden decides to proceed with, they are responsible for the upkeep and costs of a Police Services Board. To calculate the future Police Service Board costs, the costs of maintaining the Board since 2013 were reviewed and the average costs for the six years was calculated as \$24,741. To project the Police Service Board costs into the future, a 2% rate of inflation was used. These costs were added to both the OPP and DPS future costs in the 15-year projection. To see the detailed breakdown of Police Service Board costs, see Appendix 14.

#### 3.3.5.2 Overtime

If the City of Dryden were to accept the OPP Contract Policing Proposal, the City would be billed for overtime resulting from occurrences within the City in addition to a portion of overtime not linked specifically to the City of Dryden to account for training and other such expenses incurred by the OPP.<sup>35</sup> Although this is the case, the OPP have made it clear that the City of Dryden would not be billed for overtime where the occurrence was a provincial responsibility.

The OPP analyzed historical province-wide overtime activity and determined that estimated overtime costs for 2019 at 5.30% of total uniform salaries. This cost is accounted for in the initial three-year costs provided to the City of Dryden as \$137,397. Actual overtime costs will be reconciled with this estimate to determine if the City of Dryden will be invoiced for additional costs incurred or receive a rebate. If there were to be any shift shortages for servicing detachments across the province, overtime costs incurred will be based on straight time allocated on a per property basis.<sup>36</sup> The estimated overtime costs of \$137,397 were inflated at the same rate as the OPP cost increase of 3.06% annually to account for annual overtime costs. The estimated 5.30% for overtime costs provided by the OPP was not utilized because a breakdown of salaries is not included in the OPP billing model.

### 3.3.5.3 Court Security

In the OPP model, the City of Dryden will be billed court security costs based on the cost of staff required to provide the activities designated for court security. As indicated in the Service section of this report, the estimated staff required to provide court security is two special constables, a court administrator and a portion of OPP's current uniformed Court Security Officer. As the DPS currently have a fulltime Court Security Officer, it was determined that for the purposes of the financial projection the entire Court Security Officer FTE would be included in the cost calculations for court security post-transition phase. With all FTEs involved in court security for the City of Dryden, court security costs would be \$297,652 in 2019. This cost was then projected out to 2024 for the first year of the billing model, using the OPP cost increase rate of 3.06%.

Although the City of Dryden is responsible for the costs of court security (and prisoner transport) the City annually receives a municipal grant to aid with costs associated with court security and prisoner transport. Therefore, a municipal grant of \$113,400 was also allocated to offset court security costs in both the OPP and DPS scenarios resulting in 2024 court security costs of \$240,674. The City of Dryden indicated that the current municipal grant of \$113,400 is optimized and therefore the amount has remained constant throughout the financial projection for both scenarios. Although unlikely, if the grant allocation is more than the reconciled costs for court security and prisoner transport, an adjustment will be made to the following year's grant.<sup>37</sup>

### 3.3.5.4 Prisoner Transport

As indicated by the OPP, prisoner transportation costs are charged to all municipalities based on a standardized province-wide per property fee.<sup>38</sup> In 2019, the estimated per property cost for prisoner transport is \$2.27. Using the City of Dryden's property count of 3,877, the estimated 2019 prisoner transport costs are \$8,800. The average increase year over year for the costs per property for prisoner transport is 2.97% and this rate was used to project the prisoner transport costs accordingly in the financial projection. Although the per property costs are used to estimate the total prisoner transportation costs, the costs will be reconciled to the actual cost of service required annually and the reconciled costs will be shared across the province on a per property basis.

**Table 14 – Prisoner Transport Costs per Property from 2015 to 2019**

	2015 Reconciled	2016 Reconciled	2017 Estimate	2018 Estimate	2019 Estimate
Prisoner Transport Cost per Property	\$2.02	\$2.12	\$2.16	\$2.19	\$2.27
% Change	-	5%	2%	1%	4%
Average Annual % Change	2.97%				

### 3.3.5.5 Accommodations and Cleaning

For accommodations, the City of Dryden will be responsible for a portion of the cost of provincially-owned detachment facilities on a per property basis. These accommodation costs are based on the calculation of costs associated with the provincially-owned detachment facilities (number of municipal officers and per officer costs) and the property counts for the municipality through a standardized province-wide rate.<sup>39</sup>

In terms of cleaning, costs are allocated on a per property basis in alignment with the accommodation costs. Cleaning costs include a prorated portion of caretakers, garage attendants and cleaning service contracts for the specific OPP detachment based on the City of Dryden's annual property count.<sup>40</sup>

Accommodation and cleaning costs were estimated to be \$4.90 per property in 2019 for a total cost of \$18,997.30. The average annual increase for the costs per property for accommodations and cleaning is 0.53% and this rate was used to project the accommodations and cleaning costs accordingly in the financial projection.

**Table 15 – Accommodations and Cleaning Costs per Property from 2015 to 2019**

	2015 Reconciled	2016 Reconciled	2017 Estimate	2018 Estimate	2019 Estimate
Accommodations and Cleaning Cost per Property	\$4.80	\$4.76	\$4.85	\$4.77	\$4.90
% Change		-0.83%	1.89%	-1.65%	2.73%
Average Annual % Change	0.53%				

### 3.3.6 Financial Projection

Based upon the financial information and assumptions detailed above, a financial model was created to estimate the future costs of both the OPP policing model and DPS policing model over a 15-year period.

#### 3.3.6.1 Year 0

In the financial projection, Year 0 includes the initial costs the City of Dryden would incur should they transition to the OPP policing model. Costs included at Year 0 for the OPP model are severance costs, uniform, equipment and vehicle costs and other initial costs as described, estimated at \$3,038,467. It is important to note these costs are estimated and could change based on year-end reconciliations in addition to an increase or decrease in severance depending on the number of employees that obtain employment with the OPP. Scenarios depicting differences in severance costs have been included in the financial projection.

There would be no costs incurred by the City of Dryden were it to maintain the DPS as its police service.

#### 3.3.6.2 Years 1-4

The OPP indicated to the City of Dryden that should they accept the OPP Contract Policing Proposal, the transition would occur at the end of February 2020. The OPP requires three full fiscal years (January to December) to collect and analyze Dryden's calls for service activities; therefore, the initial three-year costs provided by the OPP will be used for three years and 10 months. During that first year, costs for DPS are included in the OPP model for two months (January and February 2020) of Year 1 and then 100% OPP costs from Years 2-4. As indicated in the initial

3(+)-year costs section, uniform officer and civilian staff salaries increase by 1.9% and other costs provided by the OPP remaining constant throughout the four years. Additionally, the municipal grant (constant) and police services board costs (increasing with the rate of inflation) have been added each of the four years.

For the DPS model throughout Years 1-4, annual cost increases for each major cost centre (Uniform Officers, Civilian Staff, Court Security) were projected using the calculated rates for salaries and wages, with benefits representing a proportion of salaries and wages and other costs increasing at the rate of inflation. The rate of increase assumption for uniform officers, night guards and court security is 3.44%, civilian employees assumption is 4.98%, and the rate of increase for DPS's caretaker is assumed at 1.18%. Benefits were calculated at a rate of 24% of uniform officer salaries, 23% of civilian offer salaries and 19% of Court Security salaries as indicated in Appendix 13 (Uniform Officer) and Appendix 15 (Civilian Employees and Court Security).

Capital and equipment costs were estimated in consultation with the DPS Chief of Police and the City of Dryden over a 10-year timespan. To project these costs throughout the 15-year financial projection, there was an estimated 8-year refresh on all capital fleet items, 5-year refresh on radio and radio equipment, IT related expenses of \$15,000 every 4-years and a \$65,000 cost for an additional cruiser vehicle was added in 2029 to account for additional fleet requirements when a third DPS uniform officer is added. Capital fleet items, radios and radio equipment were projected at a 2% rate of inflation.

All other costs incurred by DPS were projected to increase by a 2% rate of inflation.

See Appendix 15 for Civilian Staff and Court Security rate calculations and Appendix 16 for the detailed capital and equipment expenses that DPS expects to incur in the next 15-years.

### **3.3.6.3 Years 5-15**

The OPP Billing Model is based on base service and calls for service costs as described in detail in previous sections. In addition to the calls for service and base service costs, additional costs projected for the OPP model include overtime, Police Services Board, prisoner transport, court security and accommodations and cleaning. These costs were projected using the aforementioned assumptions.

The costs to maintain the DPS were calculated in Years 5-15 utilizing annual cost increases as calculated in Years 1-4 in addition to additional costs incurred for added uniform officer FTEs.

See Appendix 17 for the detailed financial projection.

### **3.3.6.4 Present Value**

The 15-year financial projection was populated with the costing data for the OPP and DPS policing models based upon the assumptions as provided and a present value of each model was calculated. A present value calculation demonstrates the current value of a stream of cash flows given a specified rate of return.<sup>41</sup> Present value indicates the amount of money you would need today to meet the entire 15-year policing costs for the City of Dryden assuming a return or rate of interest on the unspent cash. The City of Dryden's current estimated debt rate (3%) has been utilized as the discount rate. The below table indicates the present value for the OPP and DPS policing models under the various scenarios.

**Table 16 – Present Value for DPS and OPP in Different Scenarios**

	0% Transition to OPP	75% Uniform Officers, and 0% Clerical and Night Guard Transition to OPP	100% Transition to OPP
DPS Present Value	\$65,291,893.80	\$65,291,893.80	\$65,291,893.80
OPP Present Value	\$61,137,835.90	\$58,951,755.90	\$57,797,255.90

### 3.3.6.5 Payback Period

The payback period was also calculated to determine the length of time it would take for the City of Dryden to earn back initial costs the City would incur in Year 0 should they decide to transition to the OPP policing model. The table below indicates the payback period for transitioning to the OPP policing model.

**Table 17 – Payback Period for OPP Transition Scenarios**

	0% Transition to OPP	75% Uniform Officers, and 0% Clerical and Night Guard Transition to OPP	100% Transition to OPP
Payback Period	9.21 Years	8.05 Years	7.12 Years

### 3.3.6.6 Internal Rate of Return

The internal rate of return (IRR) was calculated for each scenario to determine the total rate of return over the 15-year projection for the City of Dryden should they transition to the OPP model. The table below indicates the internal rate of return for transition to the OPP policing model.

**Table 18 – Internal Rate of Return for OPP Transition Scenarios**

	0% Transition to OPP	75% Uniform Officers, and 0% Clerical and Night Guard Transition to OPP	100% Transition to OPP
Internal Rate of Return	8.39%	13.72%	18.01%

### 3.3.7 Year-End Reconciliation

The OPP billing model works on a cost recovery basis, and as such, each year the OPP completes a reconciliation of costs incurred two years prior. Costs are reconciled based on updated salary and benefit rates and the extent of service provided throughout the year.<sup>42</sup>

The OPP and municipalities currently policed by the OPP provide that the reconciliation impact on the base services costs and calls for service costs have been minimal to municipalities since inception of the new billing model, with many municipalities receiving refunds at the end of each year.

### 3.3.8 Sensitivity Analysis

A sensitivity analysis was completed to determine cost driver sensitivities between the two models. The analysis assumes that costs would increase across of spectrum of 3% to 10% while calls for service would change along a spectrum of -2% to 8%. The difference between the net present values of both the DPS and OPP model assumptions

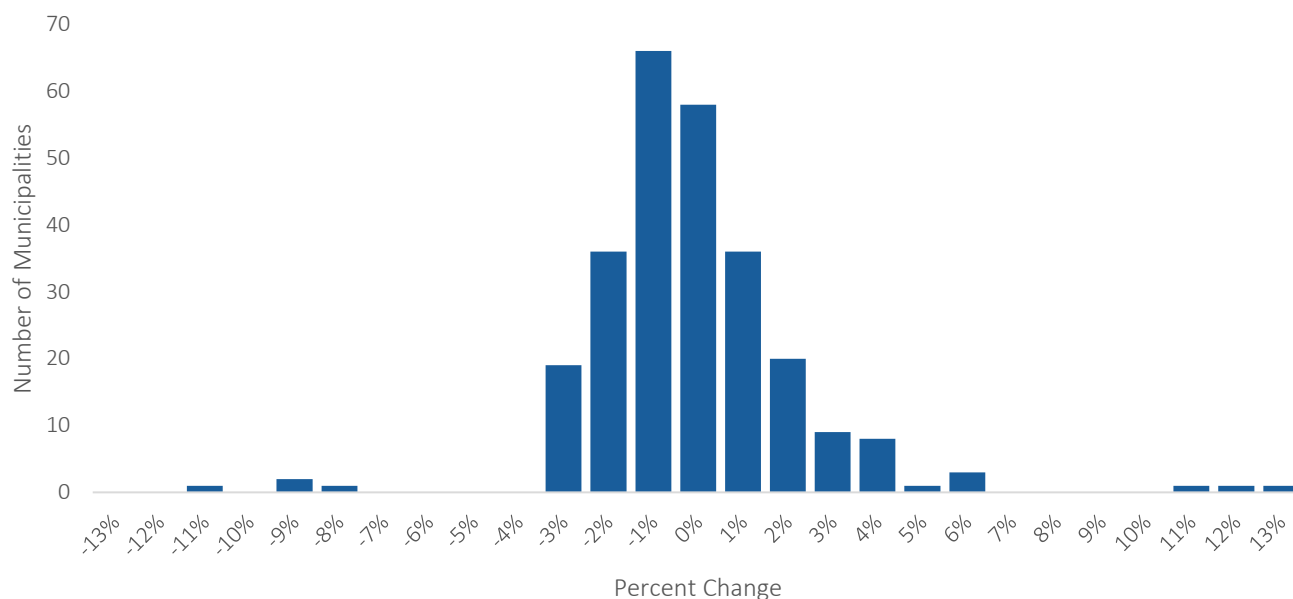
are plotted across that matrix (utilizing a 3% discount rate). The analysis assumes that the weighted standard time average for the province and the proportion Dryden calls for service comprise of the provincial total remains constant. It also assumes that the OPP calls for service costs increase proportionately by calls for service and cost increases whereas the DPS increase in calls for service triggers the need to add additional uniform officers to maintain a stable number of calls for service per officer throughout the model.

The model demonstrates that cost increases significantly affect the net present value more so than increases in costs due to changes in calls for service. The sensitivity analysis also provides a range of financial results across a wider spectrum of cost increases and call for service assumptions providing a slightly wider, albeit simpler, financial overview.

The detailed sensitivity analysis is included in See Appendix 18.

### 3.3.9 Other Jurisdictional Research

A review of costs for the municipalities that OPP is currently policing was completed. Between 2016 to 2017, the OPP policed a total of 285 municipalities (in both years) throughout the province of Ontario. The total cost per property for each municipality in 2016 and 2017 was analyzed and the percent change over those two years was calculated for each municipality and is depicted in the graph below. As shown, the average percent change in costs from 2016 to 2017 was -0.49%.



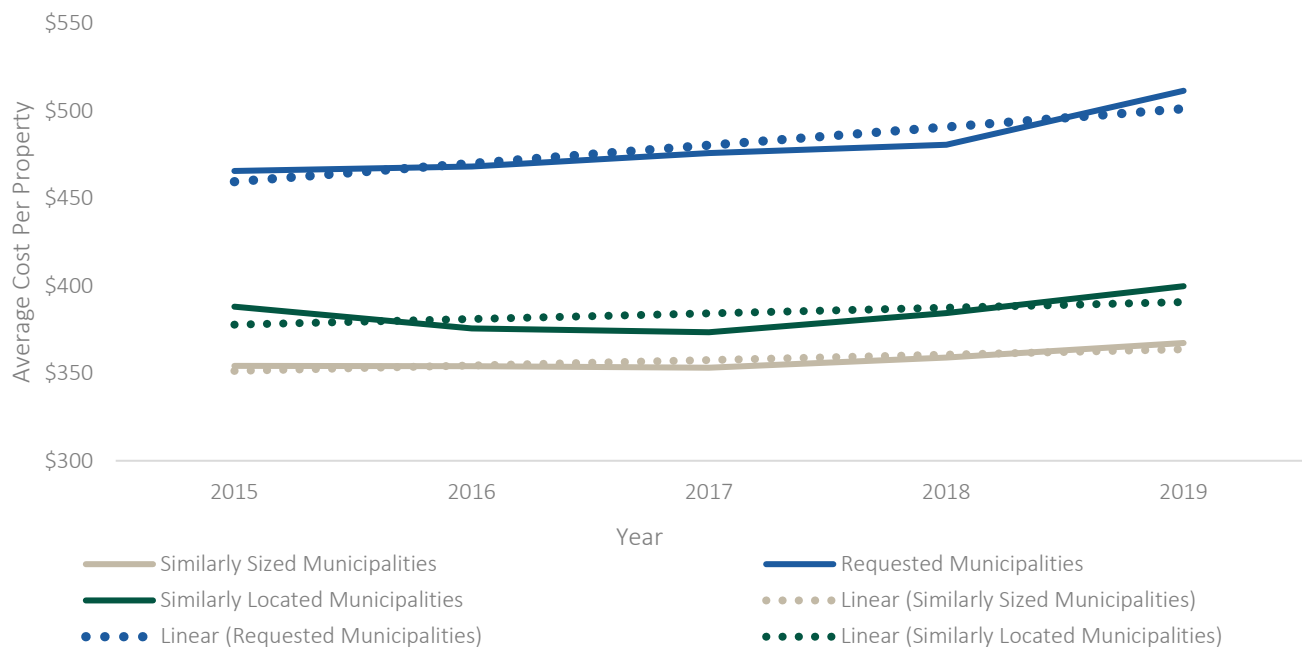
**Figure 3 – Percent Change in Total per Property Costs for Municipalities Policed by the OPP from 2016-2017**

A number of similarly sized municipalities, similarly located municipalities and municipalities that were requested to assess during the initial kick-off meetings were reviewed to depict the average cost per property for these municipalities since the inception of OPP's new Billing Model in 2015.

**Table 19 – Municipalities Reviewed for Costs per Property**

Similarly-Sized Municipalities			
• Zorra	• North Kawartha	• Lanark Highlands	• Renfrew
• Stone Mills	• Arnprior	• Hastings Highlands	• Laurentian Valley
• Whitewater Region	• Central Frontenac	• West Perth	• Norwich
• Douro-Dummer	• Fort Frances	• Goderich	• Champlain
• Drummond-North Elmsley	• Penetanguishene	• Tay Valley	• Huron East
Requested Municipalities			
• Perth	• Fort Frances	• Pembroke	• Kenora
Similarly Located Municipalities			
• Morley	• Chapple	• Machin	• Sioux Lookout
• Dawson	• Rainy River	• Ignace	• Fort Frances
• Alberton	• Emo	• Sioux Narrows-Nestor Falls	• Kenora
• LaVallee	• Lake of the Woods		• Atikokan

The below figure depicts the average cost per property for the aforementioned selected municipalities since the inception of the OPP Billing Model, indicating that the costs per property have not fluctuated significantly over time. The requested municipalities demonstrate the highest average costs per property over the five years with an increase in annual costs per property demonstrated from 2018 to 2019. This increase could be due to Kenora and Fort Frances' 9% and 15% estimated cost increase for 2019 which was a key focus in interviews with these municipalities. Kenora and Fort Frances interviewees indicated that the substantial increase in costs were due to increases in OPP salary and benefits costs (renewed collective agreement) and court security costs as opposed to a significant increase in actual calls for service volume. Overall, even with these increases year over year, both Fort Frances and Kenora indicated that they estimate their costs are still lower than what they would have been had they maintained their municipal police force.



**Figure 4 – Average Annual Cost per Property for Selected Municipalities Policed by the OPP**

See the below table for a breakdown of the average cost per property for the selected municipalities.

**Table 20 – Average Annual Cost Per Property for Selected Municipalities**

	2015	2016	2017	2018	2019
Similarly Sized Municipalities	\$354.33	\$354.09	\$353.23	\$358.96	\$367.37
Requested Municipalities	\$465.76	\$468.23	\$476.06	\$480.78	\$511.63
Similarly Located Municipalities	\$388.08	\$375.70	\$373.51	\$384.44	\$399.85

In 2019, the estimated cost per property for a few select municipalities is below to demonstrate that the City of Dryden's estimated calls for service per property costs and total per property costs as produced by the attached projection are within the range of other municipalities within a similar location and similar call volume as the City of Dryden.

**Table 21 – Select Municipality 2019 Per Property Costs for Comparison**

Municipality	Calls for Service per Property Costs	Total per Property Costs
Perth	\$341.15	\$530.69
Fort Frances	\$435.07	\$624.61
Pembroke	\$426.92	\$616.46
Kenora	\$596.85	\$786.39
Sioux Lookout	\$470.86	\$660.40
Dryden	\$484.25	\$673.79



Based on interviews and secondary research, a large determining factor as to whether municipalities switched to the OPP as their service provider was cost. Interviewed municipalities policed by the OPP report to have experienced cost savings of over a million dollars annually.

Alternatively, municipalities that did not move forward with the OPP policing model also had their decision come down to the costs associated with transitioning to the OPP including high upfront disbandment and switching costs in addition to many unknowns regarding additional costs that the OPP could charge in the future.<sup>43,44,45,46</sup>

### 3.3.10 Financial Summary

Financial Area	DPS Policing Model	OPP Policing Model
Switching Costs	N/A	\$3,038,467.00
Initial 3(+)-Year Costs	Year 1: \$4,167,745.31 Year 2: \$4,331,870.11 Year 3: \$4,504,807.91 Year 4: \$4,628,550.47 o Projection Rates: <ul style="list-style-type: none"> <li>• Uniform Officers/Night Guards/Court Security: 3.44%</li> <li>• Civilians: 4.98%</li> <li>• Caretaker: 1.18%</li> <li>• Inflation: 2%</li> </ul>	Year 1: \$4,612,925.62 Year 2: \$4,781,066.59 Year 3: \$4,840,275.99 Year 4: \$4,900,610.89 o Projection Rates: <ul style="list-style-type: none"> <li>• OPP Salary Increase: 1.9%</li> <li>• Inflation: 2% (Police Services Board)</li> </ul>
Base Service Costs	N/A	\$736,630.00
Calls for Service Costs	N/A	2024: \$2,638,009.56 o Projection Rates: <ul style="list-style-type: none"> <li>• Years 1-2: 11.06%</li> <li>• Years 3-4: 7.06%</li> <li>• Years 5+: 5.06%</li> </ul>
Additional/Extra Service Costs	N/A	Overtime: \$159,761.27 o Projection Rate: 3.06% Police Services Board: \$27,862.02 o Projection Rate: 2% Prisoner Transport: \$10,187.57 o Projection Rate: 2.97% Court Security: \$232,701.17 o Projection Rate: \$3.06% Accommodations and Cleaning: \$19,509.32 o Projection Rate: 0.53% *All additional costs began in 2024
Financial Projection	PV: \$65,291,893.80 o Debt Rate: 3%	PV: \$58,951,755.90 o Debt Rate: 3% Payback Period: 8.05 Years IRR: 13.72%

## 4 SUMMARY

### 4.1 Service

Based upon information garnered from interviews, research and data analysis, it appears that regardless of the policing model chosen by the City of Dryden, the City would continue to receive a strong level and standard of service into the future. Members of the Dryden community are very satisfied with the service currently being provided by the DPS. DPS's focus on community policing is evident in the dedicated CSO who is passionate and enthusiastic about the role they play in the community. DPS's service standards and deployment model have been working for the community and staff levels have remained consistent throughout the past six years. With a keen understanding of the community it serves and dedicated staff who are well-trained and collaborative, the DPS is considered to be strong proponent for community safety and well-being within the City of Dryden.

DPS currently enjoys a strong relationship with the OPP and when additional resources are needed, the OPP have readily obliged. Through interviews with both DPS and OPP, members are committed to community safety and have a collaborative relationship that would continue regardless of the chosen policing model. Current services provided to the City by the OPP are not charged back to the taxpayers, although it is legislated that the OPP could charge for these services.

Interviews and other jurisdictional research discussed the incredible breadth and depth of resources that the OPP could offer the City of Dryden should the City accept the OPP Contract Policing Proposal. With shared best practices across the province, innovative thinking and technological acuity, the OPP would be able to provide the City of Dryden with the level of service they need to maintain a high level of public safety. Some concerns were raised surrounding the community policing aspect of the OPP; however, positive affirmations have been shared regarding OPP's involvement in community events, boards and committees and a clear focus on community safety can be seen within members from both the DPS and the OPP.

With current members of the OPP Dryden Detachment living in the City of Dryden and immersed within the community, it is evident that there is a deep understanding from both police services on Dryden's unique community safety needs and both policing models are focused on proactive policing techniques as evidenced in their strong participation on community boards and committees.

Overall, both police services have indicated their ability to provide a strong level and standard of service to the City of Dryden.

### 4.2 Governance

Through thorough review of information provided in interviews with members of the OPP, DPS, Police Services Board, City of Dryden and other jurisdictions who have transitioned to the OPP model, it appears that the governance structure overall would not change drastically should the City decide to accept the OPP Contract Policing Proposal. The critical factor indicated in the information garnered through research and interviews was that the Police Services Board needs to actively share their desired levels of involvement and oversight with the OPP Detachment Commander as the outset of transition, if the OPP policing model is adopted.

Communication will be key so that the Police Services Board and the Detachment Commander can build trust, share information and ensure accountability throughout all levels of the organization. The relationship between any Police Board and its Police Chief or Detachment Commander can at times become ambiguous and this lack of clarity may result in tensions that could lead to irreconcilable differences. It has been observed that the root cause for this gap is the Board and the Chief or Detachment Commander not sharing a fundamental understanding of what governance is. This can be brought about by several factors including; poor communication, a lack of structure and agreement on governance roles and responsibilities, policies and processes that are outdated, unclear or simply not adhered to and worst of all, diminishing or an absence of trust.

Every Police Board relies upon individuals working together in a constructive fashion. In end, what distinguishes exemplary Boards is that they are diverse, selfless, committed to the community and foster a professional and trusting relationship with the leader of the police agency that they govern, whether a Chief of Police or a Detachment Commander.

The context in which police operate and the unprecedented demands they face at a time when effectiveness, accountability, and cost are foremost in the minds of the public they serve and of course, the Boards that govern them. Governance is not just about hiring and firing a Chief of Police or budgets and costs, in fact, under a governance model involving the OPP, the Board no longer must appoint a Chief or submit operating and capital estimates to the municipal council. The Board's main role, if the decision is made to be policed by the OPP, is to work with the Detachment Commander in a cooperative and collaborative way in order to influence decision making and policy setting regarding how their community is policed.

Although some of the responsibilities may change for the Board under the OPP model, for the most part, the interactions that the Board have been having with the Dryden Police Service with respect to meeting the community's needs will remain the same.

### 4.3 Financial

It is difficult to accurately predict future costs for both policing organizations – particularly over a 15-year period. However, the attached financial model utilizes assumptions based upon the best available information at this time. Based on those assumptions, the present value of the DPS policing model is \$65,291,893.80, whereas the present value of the OPP policing model is \$58,951,755.90. Should the City accept the OPP Contract Policing Proposal, they can expect to recoup their initial investment in 8.05 years in addition to receiving an overall rate of return over the 15-year period of 13.72%.

## APPENDICES

### Appendix 1. Evaluation Framework

Areas for Comparison	Comparators	Method/Data Source
1. Service	Attending Ambulance Calls Medical Transports and Hospital Security Community Policing Officer Skills By-Law Enforcement Administration Specialty Resources Provincial Policing Obligations vs. Municipal Responsibilities Courtroom Security Prisoner Transport Base Services vs. Calls for Service Deployment Model Staffing Levels Service Standards Current services provided by the OPP	<b>Document and Data Review</b> Other Jurisdictional Research OPP Costing Proposal Presentation 2019 OPP Municipal Policing Billing General Information Organizational Charts Annual Reports <b>Stakeholder Interviews/Group Interviews</b> Ontario Provincial Police Dryden Police Service Dryden Regional Health Centre EMS Dryden Fire Service Court/Crowns Other Jurisdictions
2. Governance	<ul style="list-style-type: none"> <li>The degree to which key decisions are made:               <ul style="list-style-type: none"> <li>Setting the objectives, priorities, and goals of the policing program</li> <li>Input into the activities performed by the policing program</li> <li>Determining the level of policing services provided by the policing program</li> </ul> </li> <li>Level of Council Input</li> <li>Flexibility</li> <li>Control</li> <li>Autonomy</li> </ul>	<b>Document and Data Review</b> OPP Costing Proposal Presentation Annual Reports Other Jurisdictional Research <b>Stakeholder Interviews/Group Interviews</b> City of Dryden Police Services Board Ontario Provincial Police Dryden Police Service

Areas for Comparison	Comparators	Method/Data Source
	<ul style="list-style-type: none"> <li>• Consultation Methodology</li> <li>• Internal Reviews</li> </ul> Risk and Liability	Other Jurisdictions
3. Financial	Number of Calls for Service Call Types (definitions) At what point would DPS need to increase number of employees DPS Disbandment Costs (ie. Severance) Training Costs Costs involved with “Extra Services” Police Facility Any applicable costs associated to the digitizing of physical records and storage of electronic and physical records Cost of maintaining the Police Services Board Cost/call Overhead	<b>Document and Data Review</b> 2019 OPP Municipal Policing Billing General Information OPP Website – Billing Model Other Jurisdictional Research OPP Costing Proposal Presentation Annual Reports Calls for Service Estimates DPS Disbandment Estimate (Current Agreement and Arbitration Award) <b>Stakeholder Interviews/Group Interviews</b> City of Dryden Treasurer DPS Administration Other Jurisdictions OPP REM Employees

## Appendix 2. DPS Police Chief Interview Guide

### Interview Questions

1. Can you list and explain all services offered by the Dryden Police Service?
2. Can you break down the services that are unique to the Dryden Police Service that the OPP may not be able to provide the City?  
  
*Prompt: Prisoner transport, ambulance calls etc.*
3. Can you describe the DPS's deployment model (community policing approach)?
4. Can you explain the service standards for the DPS?
5. What services do you currently have access to the OPP for (confirm that they have not been invoiced for any of these services)?
6. Can you discuss the numbers of historical FTEs going back to 2013 in the DPS and what changes have been made in the complement over the years (i.e. how have the roles and responsibilities changed in addition to the numbers)?
7. Describe your relationship with the Police Service Board and what the governance structure looks like?

Thank you for your time and participation!

## Appendix 3. Police Services Board Chair Interview Guide

### Interview Questions

1. Can you describe the relationship between the Dryden Police Service and the Police Service Board?
2. Can you describe the governance structure and how key decisions are made?
3. How would you perceive that this governance structure would change if the City decided to move forward with the OPP policing model?
4. What risks and liabilities are currently faced by the Board and City that would be mitigated moving to the OPP model?

Thank you for your time and participation!

## Appendix 4. OPP Interview Guide

### Interview Questions

1. Describe what the relationship between the OPP and Police Service Board would look like if the City underwent amalgamation?
2. How much flexibility and input would the Police Service Board get in decision making?
3. What risk/liability resides with the OPP? What resides with the Police Service Board?
4. How are key decisions made?
5. What current services have you been providing the City of Dryden – to our knowledge this is at no cost? Would those continue to be provided to the City after amalgamation? – at what cost?
6. Describe your policing deployment model (integrative approach and how this will affect the policing in Dryden)?

*Prompt: Would someone be available 24/7? Will there always be officers in the Dryden detachment available to Dryden or will they be somewhere else and not available at all times?*

7. What are the costs involved with offering “Extra Services”? Is it just cost recovery divided by number of households?
  - Attending ambulance calls
  - Hospital security
  - Courtroom security
  - Traffic control
  - Prisoner transport
  - Accommodations and cleaning
  - Dedicated enhancements
8. Please provide us with a cost estimate regarding the digitizing of physical records and storage of electronic and physical records? (REM)
9. What is the estimated base service cost for Dryden after the initial three-year transition period? (estimated at \$191.35 in 2018)
10. Can you describe potential overtime costs and how they are allocated?



11. How did you come up with the calculation of 24.5 FTEs? The DPS currently has 20 FTEs why are the additional 4.5 FTEs necessary and are the 24.5 FTEs solely dedicated to the City of Dryden?
12. What unique services does the OPP offer that the DPS may not have the resources for? Any that they wouldn't already get as a part of OPP Provincial requirements.

**Thank you for your time and participation!**

## Appendix 5. Other Jurisdictional Research Interview Guide

### Interview Questions

#### Background

1. What is your role within the City / Town?
2. What was your role / level of participation in the transfer from the City's municipal policing model to the OPP?

#### Service

3. How have service standards differed from a municipal policing model to the OPP policing model?
  - a. Did you lose any services provided by your municipal policing service when you switched to the OPP?
  - b. Did you gain any services switching to the OPP policing model that you did not have with your municipal policing service?
4. Were there any services that had been previously provided by the OPP at no cost, that the City was charged for under the new costing model?
5. What is the deployment model of the OPP in your city / town and how does it differ from your past municipal policing deployment model?
  - a. What are the staffing levels that the City had before and after switching to the OPP policing model?
6. Can you describe the "community policing" services that the OPP offer to your community?
7. Do you believe that the services provided by the OPP are worth the costs associated with them?

*Prompt: Why or why not?*

8. Do the OPP complete additional services if requested, such as courtroom or hospital security, and what is the process having these requests approved and subsequently billed?
9. Are you pleased with the services offered by the OPP and your overall decision to disband your municipal police force?

*Prompt: Why or why not?*

10. Are there any gaps in the service provided by the OPP? If so, where do you perceive the gaps and what are they?
11. Did everyone who wanted to move into a role with the OPP receive their desired position and rank?

## Governance

12. Please describe the relationship between the OPP and the Police Service Board in your City.
13. Please describe how key decisions are made for the policing program in your community, and how this process differs from how decisions were made when you had a municipal police force.
14. What is the level of input that your Police Services Board and the City have in the activities of the policing program, and how does this differ from when you had a municipal police force?
15. What is the consultation methodology between the OPP and your City / Town?
16. Do you feel that the City has reduced its liability by contracting the OPP? Do you have any examples?
17. What is the internal review process for the OPP, and what is your City's level of involvement in this process?
18. Is there flexibility and some control that remains with the City in terms of the new policing model adopted by the City with the OPP?

## Financial

19. Were you able to appropriately and accurately match your call types to those defined by the OPP when projecting potential costs of changing from a municipal policing model to the OPP policing model?
20. What were additional costs that your City incurred during the disbandment of your municipal police service (i.e. severance, disposal of assets, pension divestment)?
21. What costs did you incur for digitizing physical records and storage of electronic and physical records when switching to the OPP model?
22. Has the City ever had to cover costs from the OPP that you thought were provincial responsibilities?

*Prompt: Did the OPP provide your City any services prior to the amalgamation at no cost to the City that they now invoice you for?*

23. Do you receive reporting (budgets, financial results, operational results, etc.) from the OPP?
  - a. How often?
  - b. What is contained in the reporting?
24. How is overtime charged to your City / Town, and has this significantly impacted the costs of using the OPP policing model?
25. Has your City seen any cost savings in the years since moving from the municipal policing model to the OPP?
26. Do you feel that the costs incurred in switching to the OPP policing model and spent annually, are worth the services provided by the OPP?

27. How have costs charged to the City / Town for policing services changed annually since switching to the OPP policing model (i.e. changes in household costs or calls for service costs)?

### **Additional Questions**

28. Overall, do you feel that moving from a municipal policing model to the OPP policing model was the right decision for your community?
29. What were challenges that the City underwent when deciding whether or not to move forward with the OPP policing model?
30. If you could change anything with regards to your current policing model with the OPP what would it be?
31. Would your municipal police force had been able to achieve the same results at the same costs if they had remained as the policing model as opposed to switching to the OPP policing model?
32. Do you have any additional comments you would like to make prior to completing our interview?

**Thank you for your time and participation!**

## Appendix 6. Complete List of Services Provided by DPS and OPP

Services	OPP Model	DPS Model	OPP Currently Provides City (No Extra Cost)
24 Hour Proactive and Reactive Policing	X	X	
Aboriginal Policing Services	X	X	
Administrative Support Services	X	X	
Animal Control		X	
Auto Theft Investigation	X	X	
Auxiliary Policing program	X	X	
Aviation Services	X		X
Behavioral Sciences	X		X
Breathalyzer/Intoxilyzer Technicians	X	X	
Business Planning	X	X	
Property Standards By-Law Enforcement		X	
By-law Enforcement (as mutually agreed upon, excluding animal control and property standards by-laws)	X	X	
Canine	X		X
Chemical, Biological, Radiological and Nuclear (CBRN) Response	X		X
Child Pornography Investigation	X	X	X
Communications/Dispatching	X	X	
Community Policing	X	X	
Community Safety Services	X	X	
Complaint Investigation	X	X	
Court Case Management	X	X	
Crime Prevention	X	X	
Crime Stoppers Program	X	X	
Criminal Investigation	X	X	X
Crisis Negotiation	X		X
Drug Enforcement	X	X	X
Emergency Planning and Response	X	X	
Employee & Family Assistance Program	X	X	
Explosives Disposal	X		X

Services	OPP Model	DPS Model	OPP Currently Provides City (No Extra Cost)
Field Support Unit	X	X	
Forensic Identification	X		X
Front Line Supervision	X	X	
Hate Crimes/Extremism	X	X	
Hostage Negotiation	X		X
Human Resources Services	X	X	
Illegal Gaming Investigation	X	X	
Incident Command	X		
Intelligence Section	X		X
Major Case Management	X	X	X
Marine/Snowmobile/ATV	X		X
Media Relations	X	X	
Offender Transport Services	X	X	
Organized Crime Investigation	X	X	
Dignitary and Justice Officials Protection and Investigation	X	X	
Recruiting	X	X	
Reduce Impaired Driving Everywhere (R.I.D.E.)	X	X	X
School Crossing Guards		X	
Search & Rescue	X		X
Sex Offender Registry	X	X	
Scenes of Crime Officers	X	X	
Surveillance (Electronic & Physical)	X	X	
Tactics and Rescue	X		X
Technical Traffic Collision Investigation	X		X
Threat Assessment	X	X	
Traffic Enforcement & Safety	X	X	X
Training	X	X	
Underwater Search and Recovery	X		X
Urban Search and Rescue	X	X	X
Violent Crime Linkage Analysis (VICLAS)	X	X	
Victims Assistance	X	X	

## Appendix 7. Initial Uniform, Equipment and Vehicle Costs

Uniform, Equipment and Vehicle	Quantity	Unit Price	Total Price
Uniform and equipment - non-commissioned	24	\$3,893	\$93,425
Uniform and equipment - court officer	3	\$3,257	\$9,772
Uniform and equipment - civilian caretaker	1	\$661	\$661
Use of force equipment & initial training - uniform	24	\$2,995	\$71,890
Non-firearms use of force equipment costs - court officer - 1 baton 26 & 1 set handcuffs	3	\$185	\$554
C8a2 close quarter battle carbine per vehicle	8	\$2,190	\$17,520
Patrol vehicle	8	\$42,081	\$336,644
Mobile radio package opp-2 with repeater incl. initial installation	8	\$13,101	\$104,808
Portable radio	24	\$863	\$20,712
Decatur genesis ii select dual antenna radar moving radar	1	\$3,051	\$3,051
Kustom falcon hr stationary handheld radar	1	\$1,285	\$1,285
Dräger 6810 glc alcohol screening device	5	\$549	\$2,745
<b>Total Uniform, Equipment and Vehicle Costs</b>			<b>\$663,067</b>

### Assumptions:

- Initial uniform, vehicle and equipment costs provided by the OPP are accurate

## Appendix 8. Severance Costs

### Recent Arbitration Award Language

Position	Percent Hired by OPP				
	100%	75%	50%	25%	0%
Uniform Officers	\$743,100	\$1,583,900	\$2,256,540	\$2,929,180	\$3,769,980
Civilian	\$72,800		\$219,150		\$365,500
Night Guards	\$0	\$5,250	\$10,500	\$15,750	\$21,000
Dispatch	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000
<b>Total Severance</b>	<b>\$915,900</b>	<b>\$1,761,950</b>	<b>\$2,586,190</b>	<b>\$3,264,080</b>	<b>\$4,256,480</b>

Changes from Current Collective Agreement:

- Five weeks severance per year (compared to four weeks)
- \$5,000 "Education/Training" allowance (compared to \$1,000)

### Current Collective Agreement

Position	Percent Hired by OPP				
	100%	75%	50%	25%	0%
Uniform Officers	\$667,200	\$1,379,700	\$1,949,700	\$2,519,700	\$3,232,200
Civilian	\$64,700		\$185,600		\$306,500
Night Guards	\$0	\$5,250	\$10,500	\$15,750	\$21,000
Dispatch	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000
<b>Total Severance</b>	<b>\$831,900</b>	<b>\$1,549,650</b>	<b>\$2,245,800</b>	<b>\$2,821,050</b>	<b>\$3,659,700</b>

Current Collective Agreement:

- 4 weeks severance per year
- \$1,000 "Education/Training"

Assumptions:

- Police Chief, Inspector, Administrative Assistant and Cleaner do not obtain OPP employment
- The OPP will accept 75% of DPS's current sworn officers and 0% of their clerical staff or night guards for a total severance cost of \$2,070,400
- To dissolve DPS's agreement with dispatch it is assumed the costs would be \$100,000



- Recent arbitration award language is to be used
- Since there are only two clerical staff included in the severance calculations there is no ability for 75% and 25% to transition to the OPP (as highlighted in red). Therefore, in the above calculations, it is assumed that for the 75% option, 100% of the clerical staff is hired, and for the 25% option, 50% of the clerical staff is hired, although alternative calculations can be made as desired

## Appendix 9. Other Initial Costs

Other Initial Costs	Range	Average
Beat radio system	\$30,000 – \$50,000	\$40,000
Telephone/Data drop lines	\$160,000 - \$200,000	\$180,000
Building modifications and related equipment		
Gun lockers		
Long gun vault – cost per opening		
Records and Information Management	-	\$20,000
Legal and communications fees	-	\$65,000
<b>Total</b>	<b>-</b>	<b>\$305,000</b>

### Assumptions:

- Averages of the "Other Initial Costs" provided by the OPP are accurate
- Records and Information Management costs are \$20,000
- Legal and communications fees are \$65,000

## Appendix 10. Initial 3(+)-Year Costs

	Positions	\$/FTE	\$	Sub-Totals	Total
<b>Uniform Members</b>					
Inspector	0.42	\$158,283	\$66,479		
Staff Sergeant	0.42	\$132,190	\$55,520		
Sergeant	3	\$118,511	\$355,533		
Constable	19	\$100,708	\$1,913,452		
Uniform Position (Rank to be determined)	2	\$100,708	\$201,416		
Total Uniform Salaries	24.84			\$2,592,400	
Overtime				\$137,397	
Statutory Holiday Payout		\$3,564		\$88,530	
Shift Premiums		\$685		\$16,440	
Uniform Benefits				\$730,268	
Total Uniform Salaries & Benefits					\$3,565,035
<b>Detachment Civilian Members</b>					
Court Officer (Court Security)	2	\$65,648	\$131,296		
Court Officer (Administration)	1	\$65,648	\$65,648		
Detachment Administrative Clerk	2	\$64,693	\$129,386		
Caretaker	1	\$56,333	\$56,333		
Total Detachment Civilian Salaries				\$382,663	
Civilian Benefits				\$99,875	
Total Detachment Civilian Salaries & Benefits					\$482,538
<b>Support Staff (Salaries and Benefits)</b>		<b>\$/FTE</b>			
Communication Operators		\$6,564		\$163,050	
Prisoner Guards		\$1,715		\$42,601	
Operational Support		\$4,642		\$115,307	
RHQ Municipal Support		\$2,477		\$61,529	
Telephone Support		\$122		\$3,030	
Office Automation Support		\$644		\$15,997	
Mobile and Portable Radio Support		\$188		\$4,670	
Total Support Staff Salaries and Benefits Costs					\$406,184
<b>Other Direct Operating Expenses</b>					
Communication Centre		\$182		\$4,521	

	Positions	\$/FTE	\$	Sub-Totals	Total
Operational Support		\$811		\$20,145	
RHQ Municipal Support		\$232		\$5,763	
Telephone		\$1,373		\$34,105	
Mobile Radio Equipment Repairs & Maintenance		\$163		\$4,049	
Office Automation - Uniform		\$2,140		\$53,158	
Office Automation - Civilian		\$1,685		\$5,055	
Vehicle Usage		\$5,198		\$129,118	
Detachment Supplies & Equipment		\$539		\$13,389	
Accommodation		\$627		\$29,907	
Uniform & Equipment		\$1,944		\$48,289	
Uniform & Equipment Year-One Adjustment					(\$49,443)
<b>Estimated 2019 Annual Policing Costs</b>					<b>\$4,754,600</b>

	2019	2020	2021	2022	2023
<b>Civilian and Uniform Officer Salaries</b>	\$2,975,063	\$3,031,589	\$3,089,189	\$3,147,884	\$3,207,694
<b>Other Costs</b>	\$1,779,537	\$1,779,537	\$1,779,537	\$1,779,537	\$1,779,537
<b>Annual 3-Year Policing Costs</b>	<b>\$4,754,600.00</b>	<b>\$4,811,126.20</b>	<b>\$4,868,726.39</b>	<b>\$4,927,420.99</b>	<b>\$4,987,230.79</b>

## Assumptions:

- Initial costs provided by OPP are accurate for 2019
- Salaries will increase by a rate of 1.9% as per the estimated overall general salary rate increase indicated in the OPP Contract Policing Proposal
- The first two months of 2020 will account for DPS policing costs, and the last 10 months of 2020 will account for OPP policing costs as indicated in the financial projection

## Appendix 11. OPP Calls for Service Costs

### OPP 2017 Estimated Calls for Service Cost Calculation

Calls for Service Billing Workgroups	Municipal Police Service Calls for Service Count			2017 Average Time Standard	Total Weighted Time	% of Total Provincial Weighted Time	2017 Estimated Calls for Service Cost
	2014	2015	Two Year Average				D * Provincial Total \$
			A	B	C = A * B	D	
Drug Possession	92	70	81	6.2	502	0.0312%	\$46,197
Drugs	6	6	6	33.9	203	0.0126%	\$18,711
Operational	1,815	2,027	1,921	3.4	6,531	0.4056%	\$600,790
Operational 2	402	415	409	1.2	490	0.0304%	\$45,093
Other Criminal Code Violations	176	213	195	7.6	1,478	0.0918%	\$135,979
Property Crime Violations	410	445	428	6.7	2,864	0.1779%	\$263,482
Statutes and Acts	168	167	168	3.1	519	0.0323%	\$47,766
Traffic	291	294	293	3.4	995	0.0618%	\$91,484
Violent Criminal Code	199	195	197	15.1	2,975	0.1848%	\$273,642
Estimated Calls for Service Total	3,559	3,832	3,695		16,558	1.0284%	\$1,523,145

Provincial Totals					1,610,063	100%	\$148,109,469
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## OPP 2018 Estimated Calls for Service Cost Calculation

Calls for Service Billing Workgroups	Municipal Police Service Calls for Service Count				2018 Average Time Standard	Total Weighted Time	% of Total Provincial Weighted Time	2018 Estimated Calls for Service Cost
	2014	2015	2016	Three Year Average				
				A	B	C = A * B	D	D * Provincial Total \$
Drug Possession	92	70	60	74	6.3	466	0.0293%	\$44,192
Drugs	6	6	10	7	34.4	252	0.0159%	\$23,913
Operational	1,815	2,027	2,204	2,015	3.5	7,054	0.4435%	\$668,634
Operational 2	402	415	518	445	1.2	534	0.0336%	\$50,618
Other Criminal Code Violations	176	213	206	198	7.8	1,547	0.0973%	\$146,642
Property Crime Violations	410	445	437	431	6.8	2,929	0.1841%	\$277,598
Statutes and Acts	168	167	213	183	3.2	585	0.0368%	\$55,408
Traffic	291	294	259	281	3.4	957	0.0601%	\$90,671
Violent Criminal Code	199	195	200	198	15.5	3,069	0.1930%	\$290,913
Estimated Calls for Service Total	3,559	3,832	4,107	3,833		17,392	1.0935%	\$1,648,589

Provincial Totals						1,590,416	100%	\$150,757,055
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## OPP 2019 Estimated Calls for Service Cost Calculation

Calls for Service Billing Workgroups	Municipal Police Service Calls for Service Count				2019 Average Time Standard	Total Weighted Time	% of Total Provincial Weighted Time	2019 Estimated Calls for Service Cost
	2015	2016	2017	Three Year Average				
				A	B	C = A * B	D	D * Provincial Total \$
Drug Possession	70	60	66	65	6.4	418	0.0261%	\$40,856
Drugs	6	10	6	7	37.0	271	0.0169%	\$26,512
Operational	2,027	2,204	2,469	2,233	3.6	8,039	0.5011%	\$785,606
Operational 2	415	518	527	487	1.3	633	0.0394%	\$61,818
Other Criminal Code Violations	213	206	266	228	7.9	1,804	0.1124%	\$176,253
Property Crime Violations	445	437	438	440	6.8	2,992	0.1865%	\$292,348
Statutes and Acts	167	213	247	209	3.3	690	0.0430%	\$67,391
Traffic	294	259	260	271	3.4	921	0.0574%	\$90,030
Violent Criminal Code	195	200	255	217	15.9	3,445	0.2147%	\$336,611
Estimated Calls for Service Total	3,832	4,107	4,534	4,158		19,214	1.1975%	\$1,877,424

Provincial Totals						1,604,533	100%	\$156,778,914
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## Appendix 12. OPP Calls for Service Costs with Calls for Service Held Constant

### OPP 2017 Estimated Calls for Service Cost Calculation with Calls for Service Numbers Held Constant

Calls for Service Billing Workgroups	2017	2017 Average Time Standard	Total Weighted Time	% of Total Provincial Weighted Time	2017 Estimated Calls for Service Cost
	A	B	C = A * B	D	D * Provincial Total \$
Drug Possession	100	6.2	620	0.0385%	\$57,034
Drugs	100	33.9	3,390	0.2106%	\$311,846
Operational	100	3.4	340	0.0211%	\$31,277
Operational 2	100	1.2	120	0.0075%	\$11,039
Other Criminal Code Violations	100	7.6	760	0.0472%	\$69,912
Property Crime Violations	100	6.7	670	0.0416%	\$61,633
Statutes and Acts	100	3.1	310	0.0193%	\$28,517
Traffic	100	3.4	340	0.0211%	\$31,277
Violent Criminal Code	100	15.1	1,510	0.0938%	\$138,905
Estimated Calls for Service Total	900		8,060	0.5006%	\$741,438

Provincial Totals			1,610,063	100%	\$148,109,469
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*OPP 2018 Estimated Calls for Service Cost Calculation with Calls for Service Numbers Held Constant*

Calls for Service Billing Workgroups	2018	2018 Average Time Standard	Total Weighted Time	% of Total Provincial Weighted Time	2018 Estimated Calls for Service Cost
	A	B	C = A * B	D	D * Provincial Total \$
Drug Possession	100	6.3	630	0.0391%	\$57,954
Drugs	100	34.4	3,440	0.2137%	\$316,445
Operational	100	3.5	350	0.0217%	\$32,196
Operational 2	100	1.2	120	0.0075%	\$11,039
Other Criminal Code Violations	100	7.8	780	0.0484%	\$71,752
Property Crime Violations	100	6.8	680	0.0422%	\$62,553
Statutes and Acts	100	3.2	320	0.0199%	\$29,437
Traffic	100	3.4	340	0.0211%	\$31,277
Violent Criminal Code	100	15.5	1,550	0.0963%	\$142,584
Estimated Calls for Service Total	900		8,210	0.5099%	\$755,237

Provincial Totals			1,590,416	100%	\$150,757,055
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*OPP 2019 Estimated Calls for Service Cost Calculation with Calls for Service Numbers Held Constant*

Calls for Service Billing Workgroups	2019	2019 Average Time Standard	Total Weighted Time	% of Total Provincial Weighted Time	2019 Estimated Calls for Service Cost
	A	B	C = A * B	D	D * Provincial Total \$
Drug Possession	100	6.4	640	0.0398%	\$58,874
Drugs	100	37.0	3,700	0.2298%	\$340,363
Operational	100	3.6	360	0.0224%	\$33,116
Operational 2	100	1.3	130	0.0081%	\$11,959
Other Criminal Code Violations	100	7.9	790	0.0491%	\$72,672
Property Crime Violations	100	6.8	680	0.0422%	\$62,553
Statutes and Acts	100	3.3	330	0.0205%	\$30,357
Traffic	100	3.4	340	0.0211%	\$31,277
Violent Criminal Code	100	15.9	1,590	0.0988%	\$146,264
Estimated Calls for Service Total	900		8,560	0.5317%	\$787,433

Provincial Totals			1,604,533	100%	\$156,778,914
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### Appendix 13. DPS Increase in FTEs Calculations

	2013	2014	2015	2016	2017
Uniform Officer Salaries	\$2,051,899	\$2,125,578	\$1,914,230	\$2,280,843	\$2,346,038
# of Sworn Officers	20	20	18	20	20
Average Salary per Officer	\$102,594.95	\$106,278.90	\$106,346.09	\$114,042.15	\$117,301.90
% Change		3.6%	0.1%	7.2%	2.9%
Average % Change	3.44%				

	2013	2014	2015	2016	2017
Sworn Officer Benefits	\$479,774	\$500,076	\$496,813	\$516,735	\$589,017
% of Salary	23%	24%	26%	23%	25%
Average % of Salary	24%				

	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
Uniform Officers	17	17	17	17	18	18	18	19	19	19	20	20	21	21	21	22
Calls for Service	8,062	8,561	8,903	9,259	9,444	9,633	9,826	10,023	10,223	10,427	10,636	10,849	11,066	11,287	11,513	11,743
Calls for Service per Officer	474	504	524	545	525	535	546	528	538	549	532	542	527	537	548	534

	2015	2016	2017
<b>Officer Wages-Regular</b>	<b>1,379,385</b>	<b>1,764,219</b>	<b>1,751,592</b>
Officer Wages-OT	137,639	105,706	125,001
Officer Wages - OT % of Regular Wages	10%	6%	7%
Average	7.70%		
Officer Wages-Sick Time	100,248	85,012	
Officer Wages - Sick Time % of Regular Wages	7%	5%	
Average	6.09%		
Officer Wages-Stat Time	96,432	102,824	115,455
Officer Wages - Stat Time % of Regular Wages	7%	6%	7%
Average	6.47%		
Officer Wages-Vac Time	141,616	158,640	199,770
Officer Wages - Vac Time % of Regular Wages	10%	9%	11%
Average	10.22%		
Officer Wages-Lieu Time	22,716	31,301	16,347
Officer Wages - Lieu Time % of Regular Wages	2%	2%	1%
Average	1.45%		
Officer Wages-Bereavement	2,755	10,870	3,982
Officer Wages - Bereavement Time % of Regular Wages	0%	1%	0%
Average	0.35%		
Officer Wages-Training	2,567	2,225	3,520
Officer Wages - Training % of Regular Wages	0%	0%	0%
Average	0.17%		
Officer Wages-Court Time	24,118	16,456	15,034
Officer Wages - Court Time % of Regular Wages	2%	1%	1%
Average	1.18%		
Officer Wages-Ride Program	6,070	2,984	1,715
Officer Wages -Ride Program % of Regular Wages	0%	0%	0%
Average	0.24%		
Officer Wages-Shift Premium	5,660	6,025	5,466
Officer Wages - Shift Premium % of Regular Wages	0%	0%	0%
Average	0.35%		

### Assumptions:

- Sworn officer salaries increase at the indicated aforementioned average rate annually
- Sworn officer benefits are projected at the aforementioned percentage of salaries annually
- Sworn officer additional wages increase according to the aforementioned average rates annually
- FTEs are added on an as needed basis to maintain the annual calls for service numbers per officer below 552 calls for service
- Costs for one FTE are added in 2023, 2026, 2029, 2031 and 2034 based on a Fourth-Class Constable salary of \$56,955.64 in 2018 projected at the uniform officer salary rate of 3.44%
- Additional costs for added FTEs are projected at the aforementioned percentage of salaries annually
- Uniform and equipment costs for new uniform officers are estimated to be \$3,986 in 2018 projected at a 2% rate of inflation

## Appendix 14. Police Service Board Costs

	2013	2014	2015	2016	2017	2018
Police Services Board remuneration	\$12,813	\$11,550	\$12,357	\$12,822	\$12,991	\$10,000
Police Services Board secretary wages	\$4,500	\$6,000	\$6,340	\$6,240	\$4,680	\$6,240
Police Services Board miscellaneous	\$3,044	\$3,420	\$2,768	\$4,703	\$4,769	\$5,000
Travel - Chair	\$2,394	\$1,283	\$3,679	(\$113)	\$0	\$2,400
- Vice chair	\$0	\$0	\$526	\$0	\$0	\$1,000
- Board member	\$395	\$510	\$3,133	\$0	\$0	\$3,000
<b>Total Costs</b>	<b>\$23,146</b>	<b>\$22,763</b>	<b>\$28,803</b>	<b>\$23,652</b>	<b>\$ 22,440</b>	<b>\$27,640</b>
<b>Average</b>	<b>\$24,741</b>					

### Assumptions:

- Average police service board costs from 2013-2018 will be 2019's police service board costs
- Police service board costs will increase at the rate of inflation (2%) and be accounted for in both the OPP and DPS financial models

## Appendix 15. Civilian and Court Security Rate Calculations

### Civilian FTE Rate Calculations

	2013	2014	2015	2016	2017	2018
Caretaker's wages	\$22,499	\$22,294	\$23,928	\$24,019	\$24,381	\$23,795
% Change		-1%	7%	0%	2%	-2%
Average % Change	1.18%					
Clerical wages	\$115,423	\$164,267	\$165,512	\$224,025	\$202,515	\$181,616
# FTEs	2	2	3	3	3	3
Wages per FTE	\$57,712	\$82,134	\$55,171	\$74,675	\$67,505	\$60,539
% Change		42%	-33%	35%	-10%	-10%
Average % Change	4.98%					
Night guard labour	\$103,355	\$78,416	\$86,200	\$111,743	\$128,880	\$140,749
% Change		-24%	10%	30%	15%	9%
Average % Change	7.99%					

	2015	2016	2017	2018
Benefits	\$67,499	\$75,961	\$87,136	\$77,310
Total wages	\$275,640	\$359,787	\$355,776	\$346,160
% of Wages	24%	21%	24%	22%
Average % of Wages	23%			

#### Assumptions:

- Civilian salaries increase at the aforementioned average rate annually per position
- Civilian benefits are the aforementioned average percentage of wages annually
- Nightguard salary increases at same rate as uniform officers
  - It was determined in consultation with DPS's Chief of Police and the City of Dryden's CAO and Treasurer that the rate of 7.99% was unsustainable and unlikely for the foreseeable future, and thus the uniform officer increase rate of 3.44% was used instead

*Court Security FTE Rate Calculations*

	2015	2016	2017	2018
Salaries/Wages-Regular	\$81,085	\$77,830	\$122,638	\$107,872
Salaries/Wages-OT	(\$86)	\$739	-	-
Salaries/Wages-Sick Time	-	-	-	-
Salaries/Wages-Stat Time	\$3,148	\$2,654	-	-
Salaries/Wages-Vac Time	\$3,531	\$2,892	-	-
Salaries/Wages-Lieu Time	-	-	-	-
Salaries/Wages-Bereavement	-	-	-	-
Officer Wages-Court Security	-	-	-	-
Total Wages	\$87,678	\$84,115	\$122,638	\$107,872
% Change		-4%	46%	-12%
Average % Change	9.90%			

	2015	2016	2017	2018
Benefits - CPP, EI & EHT	\$8,121	\$7,022	\$23,356	\$12,874
Benefits - OMERS	\$7,992	\$6,701	-	-
Benefits - WSIB	\$2,562	\$2,474	-	-
Benefits - Health Care	\$2,179	-	-	-
Benefits - Group Life Insurance	\$193	-	-	-
Benefits - LTD	-	-	-	-
Benefits - AD&D	\$18	-	-	-
Total Benefits	\$21,066	\$16,197	\$23,356	\$12,874
% of Wages	26%	21%	19%	12%
Average % of Wages	19%			

## Assumptions:

- Court Security salary increases at same rate as uniform officers
  - It was determined in consultation with DPS's Chief of Police and the City of Dryden's CAO and Treasurer that the rate of 9.9% was unsustainable and unlikely for the foreseeable future, and thus the uniform officer increase rate of 3.44% was used instead
- Benefits for court security are the aforementioned average percentage of wages annually



## Appendix 16. DPS's Estimated Future Equipment and Capital Expenses

Item	Year Added	Total Cost
Fitness Equipment	2022	\$12,000
Desks / Furniture	2026	\$30,000
Guns / Holsters / Tasers	2022	\$12,000
Thermal Camera	2027	\$8,000
Antenna	2027	\$35,000
Radios / Radio Equipment	2022, 2023, 2027, 2028, 2032, 2033	\$55,000 (2022, 2027) \$16,000 (2023, 2028) \$67,045 (2032) \$19,504 (2033)
2013 FORD F150 SUPERCREW	2020, 2028	\$40,000 (2020) \$46,866 (2028)
2009 FORD EXPEDITION	2027	\$76,158 (2027)
2010 FORD - ESCAPE	2022, 2030	\$40,000 (2022) \$46,866 (2030)
2009 DODGE - NITRO	2022, 2030	\$40,000 (2022) \$46,866 (2030)
2011 CHEV - TAHOE	2022, 2030	\$40,000 (2022) \$46,866 (2030)
2016 Chevrolet - Tahoe	2021, 2029	\$65,000 (2021) \$141,158 (2029)
2016 Ford - Explorer	2021, 2029	\$65,000 (2021) \$76,158 (2029)
IT Related Expenses	2020, 2024, 2028, 2032	\$65,000 (2020) \$15,000 (2024, 2028, 2032)

### Assumptions:

- Capital and equipment estimates provided by DPS are accurate
- IT related expenses are added every four years at a cost of \$15,000
- Eight-year refresh on all capital fleet items projected at a 2% rate of inflation
- Five-year refresh on radios and radio equipment projected at a 2% rate of inflation
- \$65,000 added for every third DPS uniform officer hired to account for an additional cruiser car

## Appendix 17. Financial Projection Summary

	Year	0 2019	1 2020	2 2021	3 2022	4 2023	5 2024	6 2025	7 2026	8 2027	9 2028	10 2029	11 2030	12 2031	13 2032	14 2033	15 2034
DPS	Police - Uniformed	-	\$3,430,059.22	\$3,542,508.50	\$3,658,713.96	\$3,896,622.50	\$4,024,775.23	\$4,157,217.23	\$4,424,236.93	\$4,570,171.19	\$4,720,998.84	\$5,020,651.99	\$5,186,710.98	\$5,511,985.52	\$5,694,669.85	\$5,883,498.00	\$6,248,418.94
	Police - Civilian	-	\$608,231.31	\$630,168.36	\$652,999.36	\$676,763.56	\$701,502.02	\$727,257.71	\$754,075.56	\$782,002.55	\$811,087.88	\$841,382.97	\$872,941.66	\$905,820.26	\$940,077.69	\$975,775.63	\$1,012,978.60
	Court Security	-	\$24,454.77	\$29,193.25	\$34,094.59	\$39,164.41	\$44,408.50	\$49,832.84	\$55,443.63	\$61,247.28	\$67,250.42	\$73,459.90	\$79,882.82	\$86,526.52	\$93,398.58	\$100,506.85	\$107,860.45
	Capital and Equipment	-	\$105,000.00	\$130,000.00	\$159,000.00	\$16,000.00	\$15,000.00	\$0.00	\$30,000.00	\$174,157.86	\$77,866.38	\$217,315.72	\$93,732.75	\$0.00	\$82,044.69	\$19,503.91	\$0.00
	<b>TOTAL</b>	\$0.00	\$4,167,745.31	\$4,331,870.11	\$4,504,807.91	\$4,628,550.47	\$4,785,685.76	\$4,934,307.79	\$5,263,756.12	\$5,587,578.89	\$5,677,203.51	\$6,152,810.59	\$6,233,268.21	\$6,504,332.29	\$6,810,190.81	\$6,979,284.40	\$7,369,258.00
OPP	DPS Costs Carried Over (2 Months)	-	\$677,124.22	-	-	-											
	Estimated Annual Policing Costs (Initial 3-Year Period)	-	\$4,009,271.83	\$4,868,726.39	\$4,927,420.99	\$4,987,230.79	-	-	-	-	-	-	-	-	-	-	-
	Uniform, Equipment and Vehicle Initial Costs	\$663,067.00	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Other Initial Costs	\$305,000.00	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Severance Costs	\$2,070,400.00	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Base Service Costs	-	-	-	-	-	\$736,630.00	\$736,630.00	\$736,630.00	\$736,630.00	\$736,630.00	\$736,630.00	\$736,630.00	\$736,630.00	\$736,630.00	\$736,630.00	\$736,630.00
	Calls for Service Costs	-	-	-	-	-	\$2,638,009.56	\$2,771,547.40	\$2,911,845.01	\$3,059,244.58	\$3,214,105.63	\$3,376,805.84	\$3,547,742.04	\$3,727,331.16	\$3,916,011.20	\$4,114,242.34	\$4,322,508.09
	Overtime	-	-	-	-	-	\$159,761.27	\$164,653.27	\$169,695.07	\$174,891.25	\$180,246.53	\$185,765.81	\$191,454.08	\$197,316.54	\$203,358.50	\$209,585.48	\$216,003.13
	Police Service Board	-	\$21,029.57	\$25,740.20	\$26,255.00	\$26,780.10	\$27,862.02	\$28,419.26	\$28,987.64	\$29,567.40	\$30,158.74	\$30,761.92	\$31,377.16	\$32,004.70	\$32,644.80	\$33,297.69	\$33,963.64
	Prisoner Transport	-	-	-	-	-	\$10,187.57	\$10,490.12	\$10,801.66	\$11,122.44	\$11,452.75	\$11,792.88	\$12,143.10	\$12,503.72	\$12,875.06	\$13,257.42	\$13,651.14
	Court Security	-	(94,500)	(113,400)	(113,400)	(113,400)	\$232,701.17	\$243,299.02	\$254,221.39	\$265,478.21	\$277,079.72	\$289,036.47	\$301,359.35	\$314,059.56	\$327,148.66	\$340,638.56	\$354,542.53
	Accommodations and Cleaning	-	-	-	-	-	\$19,509.32	\$19,613.37	\$19,717.97	\$19,823.13	\$19,928.86	\$20,035.14	\$20,141.99	\$20,249.42	\$20,357.41	\$20,465.98	\$20,575.13
	<b>TOTAL</b>	\$3,038,467.00	\$4,612,925.62	\$4,781,066.59	\$4,840,275.99	\$4,900,610.89	\$3,824,660.91	\$3,974,652.44	\$4,131,898.74	\$4,296,757.01	\$4,469,602.23	\$4,650,828.05	\$4,840,847.72	\$5,040,095.10	\$5,249,025.63	\$5,468,117.48	\$5,697,873.66

## Appendix 18. Sensitivity Analysis

		Change in Calls for Service										
		-2%	-1%	0%	1%	2%	3%	4%	5%	6%	7%	8%
Change in Costs	10%	\$44,685,969.33	\$41,271,031.85	\$37,511,085.57	\$33,372,062.45	\$31,020,827.47	\$30,749,781.08	\$30,251,367.82	\$30,576,137.89	\$31,005,114.21	\$31,570,418.82	\$32,553,452.25
	9%	\$38,270,315.17	\$35,169,276.55	\$31,754,339.06	\$27,994,392.79	\$25,792,167.73	\$25,451,721.87	\$24,922,045.21	\$25,108,293.79	\$25,376,681.81	\$25,750,228.55	\$26,471,560.18
	8%	\$32,599,884.73	\$29,784,349.01	\$26,683,310.39	\$23,268,372.90	\$21,208,635.34	\$20,815,891.24	\$20,266,346.63	\$20,338,682.32	\$20,475,168.05	\$20,690,451.32	\$21,194,006.15
	7%	\$27,590,909.81	\$25,034,969.64	\$22,219,433.92	\$19,118,395.30	\$17,194,499.31	\$16,763,975.50	\$16,204,066.04	\$16,183,690.19	\$16,212,973.68	\$16,298,832.28	\$16,622,580.42
	6%	\$23,168,719.82	\$20,848,748.68	\$18,292,808.51	\$15,477,272.79	\$13,682,526.70	\$13,226,482.20	\$12,664,067.70	\$12,569,184.46	\$12,512,459.86	\$12,493,641.01	\$12,670,305.44
	5%	\$19,266,798.58	\$17,161,259.26	\$14,841,288.13	\$12,285,347.96	\$10,613,079.68	\$10,141,801.49	\$9,583,319.12	\$9,429,501.30	\$9,304,885.09	\$9,202,547.25	\$9,260,235.89
	4%	\$15,825,933.48	\$13,915,201.63	\$11,809,662.31	\$9,489,691.17	\$7,933,302.58	\$7,455,360.97	\$6,906,020.36	\$6,706,535.30	\$6,529,447.89	\$6,361,608.31	\$6,324,377.79
	3%	\$12,793,448.35	\$11,059,650.04	\$9,148,918.18	\$7,043,378.86	\$5,596,390.51	\$5,118,865.32	\$4,582,820.78	\$4,348,920.28	\$4,132,425.50	\$3,914,358.07	\$3,802,715.75

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