



Study and Analysis of Policing Services

Report of Findings



DRAFT

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Prepared by **MNP**

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Executive Summary

Background

The West Grey Police Service (WGPS) was preceded by the Durham Police Service which had served the Town of Durham since 1892. In 2000, the provincial government amalgamated the townships of Bentinck, Glenelg, and Normanby which were policed by the Ontario Provincial Police (OPP). The following year, the Town of Durham joined the amalgamated region to form the current Municipality of West Grey. The council for the newly formed municipality decided to expand the Durham Police Service to serve the entire municipality, leading to the police service being renamed as the West Grey Police Service (WGPS). The WGPS has served the Municipality since.

Municipalities have a few choices when determining their police serve model including their own municipal service, contracting to another service, or starting or joining a regional service. The council for the Municipality of West Grey passed a resolution on December 21, 2021, directing staff to proceed with a policing costing for the provision of policing services in the municipality.

The following review has utilized a framework within which two policing models, the current WGPS and the OPP, are compared across three major categories: Service, Governance and Financial.

Summary of Findings

Service Area	WGPS Policing Model	OPP Policing Model
Staffing Levels	<ul style="list-style-type: none">Twenty-four (24) Uniform OfficersOne (1) Civilian	<ul style="list-style-type: none">22.51 Uniform OfficersTwo (2) Civilians
Service Standards	<ul style="list-style-type: none">Local Policing Model24/7 PolicingMinimum standard of two uniform officers on duty and in Municipality limitsTypically, at least three officers on duty.	<ul style="list-style-type: none">Integrated/Regional Policing Model24/7 PolicingOfficers start and end their shifts at the West Grey DetachmentRegional model does not guarantee number of officers in the Municipality but there would be 15 – 16 officers on duty throughout the region at any time
Services Offered	<ul style="list-style-type: none">Any police services not offered by the WGPS are currently provided to the Municipality of West Grey by the OPP at no extra costNOTE: WGPS, on limited occasions, also answers calls for service in OPP	<ul style="list-style-type: none">The OPP offer the Municipality of West Grey all services currently offered by the WGPS except for municipal by-law enforcement

Service Area	WGPS Policing Model	OPP Policing Model
	jurisdictions in emergent and other situations	
Provincially Mandated Responsibilities vs. Municipal Responsibilities	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> The OPP provide the Municipality of West Grey with its provincial responsibilities at no extra cost
Community Policing Focus	<ul style="list-style-type: none"> Actively involved in the community through foot patrols, participation in school activities and planning, presentations, parades, and a variety of events Overall, tremendous positive feedback from the municipality's residents 	<ul style="list-style-type: none"> One dedicated CSO shared between the municipalities within the geography policed by the OPP Grey Bruce Detachment May add an additional CSO Feedback from other jurisdictions indicated that the OPP provides community policing services as directed

Governance

- | | |
|--|---|
| <ul style="list-style-type: none"> The Police Services Board governance for the WGPS allows for full flexibility, autonomy, and input into the strategic direction of the police service. Furthermore, the Police Services Board is integral to key decision-making processes. The Chief of Police provides reporting for each board meeting. The board is actively involved and informed about internal reviews with regards to complaints and/or officer misdemeanors. The Municipality of West Grey assumes all risk and liability for municipal police service operations. | <ul style="list-style-type: none"> 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. The Detachment Commander will provide monthly or quarterly reports as requested. Internal reviews will be conducted within the OPP. Information will be shared with the Police Services Board on an as needed basis. The OPP assumes all risk and liability for their police service. |
|--|---|

Financial

- | | |
|--|--|
| <ul style="list-style-type: none"> Total Cost during projection \$77,455,891 | <ul style="list-style-type: none"> Total Cost During Projection <ul style="list-style-type: none"> \$69,125,788 Payback Period – 7.0 years |
|--|--|

Based upon the information gathered during this exercise, both the WGPS and the OPP seem to be good options for the Municipality of West Grey. However, there are also some differences between them that will be important considerations of the Municipality as it makes its decision.

In general, both services are reported to provide good service to their constituents. The WGPS offers a more customized, tailored, and local service than what might be seen to be provided by the OPP; however, reports from municipalities policed by the OPP indicate that they strive for the same even though they do so within a much larger organization and with a regional deployment model instead of a “local” one.

The WGPS, as a municipal police service, provides the Municipality of West Grey an increased and direct level of input into guiding the vision, mission, and direction of the police service. The OPP provides the opportunity for input, and it has been reported by communities that are policed by the OPP that they are generally happy with the level of input and response; however, input and the degree to which that input is executed is at least somewhat discretionary. While the Chief of Police reports directly to the Police Services Board in a municipal model, the Detachment Commander technically reports up an OPP chain of command, regardless of the level of input they receive and execute on. Additionally, the Police Service Board is legislated to be more involved in certain governance elements such as internal reviews. On the other hand, the OPP model can alleviate the burden of those administrative governance and human resource challenges because they take the lead and provide the expertise to deal with them. They additionally reduce a municipality's risk by managing the same issues internally for a municipality.

It seems clear from the data, that the OPP has been able to use its critical mass and the related efficiencies of scale to mitigate per property costs for the Ontario municipalities it polices. Per property costs have not risen since the inception of the Municipal Billing model. As a large organization, they split large relatively fixed infrastructure costs such as information technology, data management, human resources management, operational supervision, special services etc. over a vast array of services and geographies. In contrast, the smaller WGPS does not have the same ability. Based upon the 15-year financial model within this report, the Municipality of West Grey is estimated to be able to save approximately \$10 million within that period assuming calls for service remain relatively the same as they are currently, or \$7 million to \$10.5 million within that period depending on the call for service rate of change.

Neither model is a “bad” choice; however, they are somewhat different. The choice isn't one of picking “the best”, it is a choice of picking which is the best fit for what the Municipality and its constituents believe is the best for them.

1 Introduction and Background

The West Grey Police Service (WGPS) was preceded by the Durham Police Service which had served the Town of Durham since 1892. In 2000, the provincial government amalgamated the townships of Bentinck, Glenelg, and Normanby which were policed by the Ontario Provincial Police (OPP). The following year, the Town of Durham joined the amalgamated region to form the current Municipality of West Grey.

The council for the newly formed municipality decided to expand the Durham Police Service to serve the entire municipality, leading to the police service being renamed as the West Grey Police Service (WGPS). The WGPS hired 15 new officers as part of the expansion and began policing the former Township of Bentinck in 2001, and the former Townships of Glenelg and Normanby in 2002.¹

The WGPS places a focus on community policing aptly described by its motto “Community Partners”. Its mission is to “create a safe environment in which to live, work and play.” The WGPS is “committed to working with the citizens of the Municipality of West Grey to understand their policing needs, enforce laws, develop proactive solutions that will improve the service we provide and to become one of the best Community Oriented Police Services in the Province of Ontario.”²

The council for the Municipality of West Grey passed a resolution on December 21, 2021, directing staff to proceed with a policing costing for the provision of policing services in the municipality. The municipality invited two police services to provide service and related cost estimates; however, the Ontario Provincial Police were the only service to submit a costing proposal.

The request for proposals produced by the municipality to assess the OPP cost proposal asked specifically for the analysis of service levels, cost of service, the cost of any enhancements required from the alternate services to equate to service currently provided by the WGPS, the cost associated with transitioning to an alternate policing service (severance, pension and benefits transfers, impacts to municipal services/bylaw, police facility requirements), and any other criteria necessary to effectively evaluate the cost of policing in the municipality of West Grey. Specific objectives included:

- To examine cost projections, including:
 - One-time start-up expenses; and
 - Annual operational costs (during the initial municipal policing transition and following that initial phase).
- A comprehensive review of the current and future costs.
- Recommendation on overall feasibility.
- Community impacts both short and long term.
- Service standards and service level comparison.

¹ West Grey Police Service Business Plan 2022-24

² Ibid

- Deployment model and staffing level comparison.
- Average increase per year with WGPS and the proponent's services (outside of the initial policing transition phase).
- Compare costings based on similar sized municipalities with similar call volumes to determine officer-to-call ratio and related billing model impact over a 15-year span.
- Assist with the determination of a service level statement to determine what is adequate policing service to all areas, residents, and visitors within the municipality both currently and in the future.
- Analysis of all advantages and disadvantages of each option.

2 Evaluation Framework, Approach and Methodology

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

Evaluation Objectives and Framework

The general purpose of this analysis was to complete a comprehensive comparison, to the degree possible, of the WGPS and OPP policing models to provide information that will assist in the determination of which option would be the best service model for West Grey 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 WGPS and OPP policing models was focused in three core areas: service delivery, governance, and financial implications.

Service

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

Governance

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

Financial

A cost comparison was completed for both policing models during the initial municipal policing transition (3 years) as provided by the OPP, and the 12 years following. Areas for comparison between the OPP and WGPS 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 Municipality may incur. The detailed evaluation framework is provided in *Appendix 1. Evaluation Framework*.

Approach and Methodology

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

Phase 1: Project Initiation and Planning: Through collaboration with the Municipality of West Grey's management team, 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. Public and stakeholder consultations occurred through a combination of interviews and a survey. Key stakeholders in other jurisdictions that recently underwent 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 WGPS, OPP, the Municipality of West Grey, Police Services Board, and external stakeholders. Facility tours of the WGPS facility and the Grey Bruce 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 WGPS and how they may be affected should the policing model change. Phase 2 also included a review of other jurisdictions who had moved to the OPP policing model from a municipal police service. This review included interviews with key individuals from those jurisdictions 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 including information pertaining to the two policing models, a summary of analysis, a 15-year financial projection for both OPP and WGPS policing models, and information for the Municipality of West Grey to consider during decision making.

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

Data Requests

The following is a detailed list of qualitative and quantitative information requested from the OPP, WGPS and Municipality of West Grey.

- 1) **WGPS Operational, Organizational and Financial Data:** The Municipality of West Grey and WGPS were requested to provide descriptive and quantitative data pertaining to the WGPS from the five (5) most recent fiscal years, which included the following information:
 - Annual Reports and Business Plans 2018-2024;
 - Financial Statements 2018-2022 (YTD);
 - Calls for Service Data 2018-2022;
 - Organizational Structure and FTE numbers from 2018-2022;
 - Human Resource policy and procedures;
 - Annual leave balances 2018 – 2022;
 - Current Collective Agreement;
 - Municipal Property Counts;
 - Asset Listing; and

- Officer Daily Duty Report Template.

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 billing model post-initial transition stage, which included the following information:

- OPP Contract Policing Proposal;
- Post Initial 3-year Transition Phase Billing Model;
- Calls for Service Workgroup Definitions;
- 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; and
- Governance Structure.

Police Services Interviews

In addition to the data requested from both the OPP and WGPS throughout the duration of the engagement, the WGPS facility was toured to provide an increased understanding of current operations. The OPP Grey Bruce detachment that would provide oversight to the West Grey detachment was toured and leadership from that detachment interviewed. It is proposed that either police service would operate from a newly constructed police service detachment.

From November 1, 2022, to November 4, 2022, in-person interviews were conducted with WGPS to better understand service levels, governance structure and cost implications. Information relating to data requests was provided during these meetings and through subsequent phone and email correspondence. A thorough analysis and review of the data provided, and information gathered from stakeholder interviews was subsequently completed using the evaluation framework.

Stakeholder Engagement

In consultation with the Municipality of West Grey, a targeted sampling method was utilized to identify key stakeholders to understand their unique perspectives with regards to policing within the Municipality.

Stakeholder interviews were completed in person from November 1 – 4, 2022, while others were completed virtually throughout the remainder of November. Interview questions were developed for all stakeholder groups and were focused on the services currently provided to them by the OPP and/or WGPS 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: Municipality of West Grey Policing Services Stakeholder Group Invitees

Stakeholder Group	
West Grey Police Service Association	Durham Silver Threads
Neustadt Business Group	Municipality of West Grey
Bluewater District School Board – Public and Separate	Chamber of Commerce
Normanby Optimist Club	West Grey Durham Lions Club
Ayton's Senior's Group	Elmwood Chamber
Durham Hospital	

Public Survey

An online survey was developed to allow for anonymous feedback regarding the WGPS model and the OPP Contract Policing Proposal. Specifically, the survey assessed Municipality of West Grey residents' general perceptions regarding the services, governance structure and costs associated with maintaining the WGPS versus transitioning to the OPP model. The survey was open from October 27, 2022, to November 10, 2022.

Other Jurisdictional Research

In consultation with the Municipality, four communities were identified that had undertaken a similar process of receiving a costing proposal from the OPP and/or a second costing proposal. Some overarching comments have also been utilized from previous discussions with municipalities that had costing proposals and did and did not make the transition to the OPP.

Interviews were conducted with two of the communities in person (Shelburne and Orangeville) and one via video call (Dryden) to gain insight into their decision-making process and experiences thus far after transitioning to the OPP policing model. Midland was of particular interest because the other municipalities identified are still in their three-year contract while Midland has recently moved into the OPP Billing Model. An interview request to the Municipality of Midland went unanswered; however, their cost per property data is included and referred to later in this report.

Table 2: Communities Reviewed for Other Jurisdictional Research

Communities that Switched to OPP Model
• Shelburne
• Orangeville
• Dryden
• Midland (not interviewed this time)

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 between their municipal police service and the OPP model
- Governance input, autonomy, and flexibility
- Unexpected costs associated with switching to the OPP model
- Decision making process for their transition

3 Findings

The data, interviews and other jurisdictional research and related 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.

Service

A variety of indicators were utilized to determine a comprehensive service comparison of the proposed OPP policing model and the current services being provided by the WGPS. Below is a list of seven sub-sections 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

Staffing Levels

West Grey Police Service

The West Grey Police Service grew from five (5) original members of the Town of Durham Police Service to eighteen (18) by the end of 2002 due to municipal amalgamations and assumption of policing duties for the Townships of Bentinck, Glenelg, Normanby and Villages of Ayton, Elmwood, and Neustadt. It remained at this level until one (1) additional member was hired in 2009 and another in 2020.

An internal WGPS review of annual Calls for Service found a significant jump in volume during the period of 2018, 2019 and 2020. Two new constable positions were created in 2021 with positions filled in August of that year.

Based on this trend, and to ensure adequate delivery of policing, the WGPS continually monitors staffing levels. WGPS also considers community growth and legislatively imposed requirements in addition to calls for service when analysing staff needs.

At the time of data collection, the WGPS consisted of:

Table 3: Current WGPS Resources

Resource	FTE
Full-time Sworn members	22.00
Full-time Special Constables	1.00
Part-time officers (three individuals)	1.00
Volunteer Auxiliary Constables (six individuals)	0.00
Total Uniforms	24.00
Full-time Civilian members	1.00
Total Civilians	1.00
Total FTE's	25.00

The Special Constable is a full-time position, 40 hrs a week (Monday through Thursday) that performs a court case manager role. This position does not perform the duties of a uniformed member. The Special Constable schedule was recently changed from its description in the current Collective Agreement. The Collective Agreement prescribes an 8-hour workday, five (5) days a week; however, the WGPS recognized that this schedule was resulting in more overtime hours than was likely required and, as such, have altered the scheduled to be 10-hour days Monday through Thursday. On Fridays, court case manager duties are typically addressed by an Auxiliary Constable.

Part Time Constables are part-time resources that fill in for regular members that are off sick, away on annual leave, or on short- or long-term leave. The service can employ up to three part-time constables at a time and the combination of the three officers cannot work more than 2,080 hours annually. Part-time constables cannot be assigned work unless there are insufficient full-time members available. These officers are also specifically used to fill in for the Special Constable's court manager duties on Fridays.

Supplemental Staffing

In the past, the OPP has provided a statement of OPP activities to each policing jurisdiction in the form of a letter from the OPP Commissioner with an attached "Statement of Activity". This statement of activity summarised the support provided to each police service in Ontario within the calendar year. The OPP provided a 2016 report for West Grey that included 1,500 hours of policing, or 1.1 FTEs at a cost of approximately \$176,700.³ While this amount is not billed to the municipality, it represents the approximate value of policing services provided by the OPP. It was reported that this is no longer OPP practice.

OPP Proposal

The OPP's proposal and resulting contract is based on a defined number of hours as represented by the FTEs as provided. It is based on hours of service and reflects the integrated service delivery model, whereby service can be

³ Based on officer availability factor of 1,417 hours per year.

provided from any detachment. This contract period is intended to be a transition phase after which time the municipality will be integrated into the OPP Billing Model which has the municipality pay their proportionate share of the OPP's total municipal policing costs. The Grey Bruce OPP detachment would be the administrative and operations centre. The OPP have provided the following as an element of their cost and service delivery proposal:

Table 4: Staffing as Proposed with the OPP Cost Proposal

Resource	FTE Contract Resources ⁴
Detachment Commander (Inspector) ⁵	0.17
Staff Sergeant ⁶	0.34
Sergeant	3.00
Constable	17.00
Uniform Position (Subject to Review) ⁷	2.00
Total Uniforms	22.51
Court Officer- Administration (Full-time)	1.00
Detachment Admin Clerk (Full-time)	1.00
Total Civilians	2.00
Total FTE's	24.51

Staffing Summary

The WGPS indicated they continually monitor staffing levels and needs and currently maintain 22 full-time sworn officers. The OPP proposal contains 22.51 FTEs of sworn officers including the allocation of oversight from both an Inspector and a Staff Sergeant. The WGPS currently have one civilian administrative FTE and a uniformed court case manager, and the OPP indicated they would include 2 civilian FTEs to complete the requisite administrative including a Court Officer.

Of note, in 2016 the OPP reported assistance to the equivalence of 1.1 FTEs to the Municipality of West Grey at no charge.⁸

⁴ FTE does not refer to an officer exclusively dedicated to the agreement. It is a unit of hours of police services per annum and reflects the current annual availability of 1,417.

⁵ West Grey's portion of the entire integrated detachment uniform FTE (22.51 out of 125 or 17%)

⁶ West Grey's portion of the entire integrated detachment uniform FTE

⁷ Positions will be initially costs at Constable. The billing statement will be updated to reflect actual position(s) and rate billed to the municipality following a Rank Determination (RLS) process.

⁸ OPP 2016 Statement of Activity, sent to WGPS and dated March 31, 2017

Below is a re-creation of the proposed amalgamated staffing model as depicted in the OPP Contract Policing Proposal against the staffing model currently employed by the West Grey Police Service.

The proposed staffing models are very similar with the key differences being the full FTE's for the WGPS executive team contrasted with the allocated Inspector and Staff Sergeant in the OPP proposal and the Court officer role being fulfilled by a uniformed officer in WGPS while that position is not a sworn officer in the OPP model.

Table 5: Staffing Model for WGPS and Proposed Staffing Model for OPP

FTEs	Current WGPS Structure (FTEs)	Proposed OPP Structure FTE Contract Resources
Chief	1.00	-
Detachment Commander (Inspector)	1.00	0.17
Staff Sergeant	-	0.34
Sergeant	3.00	3.00
Constables	17.00	17.00
Part Time Officers	1.00	-
Special Constable	1.00	-
Uniform FTE*	-	2.00
Total Uniform FTE	24.00	22.51
Court Officer – Administration	-	1.00
Detachment Administration Clerk	1.00	1.00
Volunteer Auxiliary Constables ⁹	0.00	-
Total Civilian FTE	1.00	2.00
Total FTE	25.00	24.51

* Chief and Inspector positions subject to rank level determination

Service Standards

WGPS Service Standards

The WGPS's vision is "to work...with the citizens of the Municipality of West Grey to understand their policing needs, enforce laws, develop proactive solutions that will improve the service we provide and to become one of

⁹ Auxiliary Constables are volunteers and have not been included in the FTE count

the best Community Oriented Police Services in the Province of Ontario.”¹⁰ The WGPS operates locally in the Municipality of West Grey with service provision focused within that geography.

There are a variety of member expectations while on-duty, including:

- RIDE – Members of the WGPS are expected to conduct RIDE (Reduced Impaired Driving Everyone) checks every night shift.
- Curfew Checks – the curfew list is updated on continuous basis and officers will conduct checks during their shifts
- Building Checks – Officers check doors of businesses in the downtown urban core at some point during their night shifts
- School Presence – Officers conduct morning and afternoon school patrols if they are not otherwise on calls for service. Additionally, a Constable acts as a School Resource Officer (SRO) gives 75 hours to each school annually.
- Bylaw Enforcement Program – Officers enforce municipal bylaws as required. A total of 34 offence notices relating to municipal bylaws were issued in 2021.¹¹
- Foot Patrols – Foot patrols in area business, downtown 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. At the time of interview, WGPS had logged approximately 600 hours of foot patrols to date which would extrapolate to approximately 800 for the year.
- 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 WGPS should it contribute to the overall improvement of the WGPS

WGPS has a minimum service standard of two members on duty and in the community 24/7.¹² Since Sergeants are dispatchable, there are typically at least three officers on patrol at any given time. This does not include the Chief and Inspector who are also on-duty during weekdays. On evenings and weekends, WGPS strives to have three members available.

The Municipality is divided into three zones with officers assigned to each zone on a long-term basis. Officers are responsible for making contacts in their zone, keeping abreast of crime trends and special problems in the zone, and developing strategies with the community to help solve these problems.¹³ The zones are:

- Zone 1 - the former Bentinck Township
- Zone 2 - the former Normanby Township, Ayton, and Neustadt
- Zone 3 - the former Town of Durham and the former Glenelg Township.

¹⁰ West Grey Police Service Business Plan 2022-24

¹¹ West Grey Police Service. (2021). Annual Report

¹² 2020-23 Working Agreement between the West Grey Police Services Board and the West Grey Police Association

¹³ West Grey Police Service. (2021). Annual Report

A sub-station for Zone 2 is in Ayton and officers assigned to Zone 2 complete their reports at the Ayton Office rather than returning to Durham. This sub-station is also a place to meet with residents regarding complaints, investigations, and community issues.

WGPS members work twelve-hour shifts in four (4) days on, four (4) days off cadence, with 2 nightshifts and days-shifts within each deployment.

WGPS also has expectations for its officers regarding laying charges monthly; not a quota per se, but an incentive to get out into the community.

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 provincial responsibilities. OPP officers within West Grey would not be assigned as a “municipal” or “provincial officer” and oftentimes 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 respond to calls in other areas of the region. On the other hand, if West Grey were to need extra resources, officers from throughout the region could be deployed to West Grey. 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.¹⁴ The OPP indicated that they, like other police services, try to strike a balance between community policing and strategic deployment. Strategic deployment refers to using data to be in the right places at the right times and being out in the community working with its citizens. Doing so provides a combination of community policing and problem-oriented policing.

The OPP schedule their shifts in a 5-4-5-5 schedule (5 days on shift, 4 days off shift, 5 days on shift and 5 days off shift). There are currently two (2) days and three (3) nights in one, three (3) days and two (2) nights in the other and then two (2) of each in the four-day shift. The rotation starts on a Wednesday with the two and two always starting on a Monday. Rosters are created six (6) weeks at a time.

The resources as proposed by the OPP would be added to this structure. The Grey Bruce detachment’s current platoons/shifts consist of sixteen (16) Constables and two (2) Sergeants. The addition of the West Grey resources as proposed would result in shifts of 19 Constables and three (3) Sergeants. Three (3) of these officers would be allowed to be on vacation at any one time. Assuming one or two are away sick or for other reasons, it is expected that there should be fifteen (15) or sixteen (16) officers on the road in the region at any one time.

The OPP utilizes a “closest to call” policy where officers closest to an incident or occurrence are required to attend the call. As such, the OPP does not provide guarantees as to how many officers will be within the municipality at any time. They point out, however, that other than Hanover, West Grey is surrounded by OPP policed jurisdictions and the volume of officers in the area and bordering the area is significant.

There could also occasionally be regional, provincial, and national needs where some officers assigned to West Grey would be required to assist. As indicated by the OPP, regional needs could include forest fires, large protests,

¹⁴ Ontario Provincial Police (2018). *Ontario Provincial Police Billing Model Overview*.

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. The Detachment Commander would complete a forecast of staffing and resources to ensure that front line service delivery for the Municipality of West Grey 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.

Service Offerings

West Grey Police Service

The West Grey Police Service currently provides a comprehensive set of services for its constituents. The following table provides an overall summary of some of the services and operational components provided.

Table 6: Overview of WGPS Service Operations

Service	
Call Taking and Dispatch	WGPS has contract with the City of Owen Sound to provide its Primary Safety Answering Point (PSAP) and dispatch services. Calls to 911 and after-hours calls are routed to Owen Sound and dispatched from the Owen Sound call centre.
Call Response	The WGPS respond to all calls within its jurisdiction as well as assists with calls in OPP jurisdiction when requested or in emergencies.
Crime Prevention and Intervention programs	The WGPS has developed several proactive crime prevention and intervention programs. For example, it works extensively with the local schools to create customized plans for schools and children. The WGPS has also developed a building check program. During the evening shift, officers check doors in the downtown urban core at some time during their shift to ensure buildings are secure.
Traffic	Traffic is generally performed by officers on patrol. RIDE (Reduce Impaired Driving Everywhere) programs are utilized every evening in random locations. WGPS has a technical traffic investigator on staff, but will bring in OPP reconstruction services as required
Data Analytics	Provided via contract with Owen Sound Police Service. Four police services applied jointly for grant funding which employs an analyst with the Owen Sound Police Service.
Prisoner Transportation	Charges laid in West Grey go to court in Walkerton. Pre-COVID, charged prisoners would be transported to Walkerton by WGPS officers. Post-COVID all

Service	
	bail courts are now done remotely at the WGPS facility. The current WGPS building only has two cells, neither of which meet current standards.
Bylaw Enforcement	The Municipality of West Grey has one part-time (up to 14 hours per week) bylaw officer that focuses on property standards. The WGPS respond to all other bylaw calls, noise, animal, etc., whether a charge or a municipal fine is warranted.
Forensic Identification	The WGPS has seven (7) Scene of Crime Officers (SOCOs) that provide typical evidence collection and crime scene management. Complex and/or more serious crimes may be referred to the OPP's forensic identification unit as required.
Tactical Services	The WGPS does not maintain an emergency response or tactical unit, full or part time, and relies on the OPP to provide this service as required.
Serving Court Documents	The WGPS serves all court documents
Finance	Performed by the Municipality of West Grey
Human Resources	Handled by the WGPS with support from Mega Health at Work (return to work etc.)
Information Technology	Contracted to the Owen Sound Police Service

Ontario Provincial Police

The following table provides a summary of services provided by the OPP.

Table 7: Overview of OPP Service Operations

Service	
Call Taking and Dispatch	The five (5) OPP Provincial Communications Centres operate 24/7/365, answering emergency and non-emergency calls for service. Police communicators provide essential public safety answering point and dispatch services. The closest centre to West Grey is in Orillia.
Call Response	The OPP respond to all calls within its jurisdiction as well as provide specialized services and additional services that fall within its mandate as the provincial police service.

Service	
Crime Prevention and Intervention programs	The Grey Bruce Detachment currently operates a nine-member crime unit specifically focused on investigating and preventing crime. This unit would be increased in size should West Grey accept the OPP proposal. The OPP also operates the "Safeguard" program where Auxiliary Officers work with victims of crime on target hardening.
Traffic	The OPP provide a wide array of general traffic services through patrol officers, but also provide additional services regionally through focused traffic teams
Data Analytics	The OPP maintains a dedicated team of crime analysts and there are approximately 9 Analysts in the region, with many more across the province. Grey Bruce shares an Analyst with South Bruce (located in London). Additionally, the OPP maintain a business Analyst at Regional Headquarters.
Prisoner Transportation	Charges laid in West Grey would continue to go to court in Walkerton.
Bylaw Enforcement	The OPP will attend bylaw calls and will lay charges as appropriate; however, will not administer municipal fines under municipal bylaws
Forensic Identification	The OPP maintains SOCO (Scenes of Crime Officers) on each platoon to obtain and process DNA, fingerprints etc. The OPP Forensic Identification Section is more robust and housed in Mt. Forest. The unit is lead by a Sergeant with 4 members. The unit services Grey Bruce, South Bruce, Huron, Wellington, and Perth Counties.
Tactical Services	The OPP operated dedicated tactical and Emergency Response Team (ERT) throughout the province. There are currently four (4) dedicated ERT team members in the Grey Bruce Region.
Serving Court Documents	OPP Serves all court documents
Finance	OPP would provide this service for West Grey
Human Resources	OPP would provide this service for West Grey
Information Technology	OPP would provide this service for West Grey

The OPP Contract Policing Proposal offered a comprehensive list of services that the police service would provide to the Municipality of West Grey should the Municipality decide to transition to the OPP model. Many of the services offered are currently provided to the Municipality by the WGPS. The OPP also provide some services

through fulfillment of their provincial responsibilities or to assist the WGPS in certain situations such as motor vehicle accident recreation, for example.

A full list of services that the OPP would provide the Municipality of West Grey if they became responsible for policing activity in the Municipality can be found in *Appendix 2. Complete List of Services Provided by WGPS and OPP*.

Of note, the OPP indicated that they would not enforce animal control and property standard Municipal by-laws. They will attend calls and lay charges as appropriate but will not provide municipal ticketing.

Community Policing Focus

Community policing was determined by the WGPS, the Municipality of West Grey, the Police Service Board, and key stakeholders to be an important area of focus for policing services within the Municipality of West Grey. As such, both police services were asked about their community policing initiatives and what comprises community policing within each policing model.

WGPS Community Policing

Through research and discussions with key members of the WGPS and West Grey, community policing initiatives are at the forefront of services that the WGPS provides to the Municipality of West Grey. The WGPS is focused on having boots on the ground within the Municipality of West Grey, 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 WGPS's Annual Reports and through interview responses with members from WGPS and the Police Services Board, the WGPS provide significant community policing initiatives and programming throughout the Municipality of West Grey. Below are just highlights of some activities participated in and facilitated and run by members of the WGPS.

- **Downtown Foot Patrols** – In addition to being a crime prevention, officers can interact with the community
- **West Grey Police Toy Drive** – Approximately 200 area children supported through community member and business donations
- **West Grey Fall Fair** - WGPS operates a bike rodeo where bikes can be registered. They also perform traffic control for the parade.
- **Halloween Drive Through** – WGPS service provided traffic control and routing assistance for approximately 300 – 400 kids during the Halloween drive through during the pandemic
- **West Grey Homecoming** – WGPS provides traffic control for the parade as well as attends several events. Officers are dedicated to Homecoming events during that week.
- **Trek for Tourette's** - a 5 km charity fun walk supporting Tourette Canada
- **Fire Truck Pull (Ayton)** - Fundraiser
- **Durham Hospital Foundation** - Fundraiser

- **Presentations** – members of the WGPS 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 WGPS and the Police Services Board, community policing is at the heart of WGPS and there was some concern that if the Municipality of West Grey accepted the OPP Contract Policing Proposal that it would be detrimental to community policing within the Municipality. Areas of concerns surrounded the loss of the incredible relationships that members of the WGPS have formed within the community and their active involvement in Municipal events promoting public safety.

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.¹⁵

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 municipality¹⁶
- **Law Enforcement Torch Run** – fundraising efforts from this run go towards awareness, social opportunities, and sports for Special Olympics Ontario¹⁷
- **OPP Chorus** – choir made up of community volunteers 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 website¹⁸
- **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

¹⁵ Ontario Provincial Police. (2023). *Community Mobilization and Engagement*. Retrieved from <https://www.opp.ca/index.php?lng=en&id=115&entryid=56b7979b8f94ac0d5c28d174>

¹⁶ Ontario Provincial Police. (2023). Golden Helmets. Retrieved from <https://www.opp.ca/index.php?lng=en&id=115&entryid=56e6e8ac8f94ac8c3c31071b>

¹⁷ Ontario Provincial Police. (2023). Law Enforcement Torch Run for Special Olympics Ontario. Retrieved from <https://www.opp.ca/index.php?id=115&lng=en&entryid=56ec6d298f94acd07955c565>

¹⁸ Ontario Provincial Police. (2023). OPP Chorus. Retrieved from <https://www.opp.ca/index.php?lng=en&id=115&entryid=56ec6dc38f94ac597a55c565>

of the OPP issue coupons for a free cold beverage in the summer and hot beverage in the winter when they show positive behaviours¹⁹

- **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 lot²⁰
- **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 overwhelmed²¹

In addition to the variety of community events and services that the OPP offer, the Grey Bruce detachment of the OPP has one dedicated Community Safety Officer (CSO) that acts as the face of the OPP in the communities within the zones that the detachment polices. This officer dedicates time to building relationships with members of the community and collaborates with local community partners to support social development and promote community safety. This officer also works as a communications and media officer. The OPP indicated that another CSO may have to be added to the structure should West Grey accept the OPP proposal.

The OPP also provided a list of Community Safety programs and programming that are provided including:

- AMBER Alert
- Bicycle Safety Resources
- Bus - School Bus Safety Resources
- Community Bear Program
- Community Policing Offices
- Community Watch Program
- Crime Prevention Through Environmental Design (C.P.T.E.D.)
- Crime Stoppers Program
- Cyberbullying
- Fraud Resources
- I Stop, You Stop Bus Safety Resources
- Information for First Responders EN (printable form)
- Knowledge, Issues, Decisions and Supports (KIDS) Program
- Lock it or Lose it Auto Theft Prevention
- Look....and Look Again (Pedestrian/Vehicle Safety) - Poster and Rack Card
- Operation Identification Program
- OPP Junior Constable Program
- OPP Positive Ticketing Program
- OPP Robbery Prevention Program
- Pedestrian Crossing - Rack Card
- Project Safe Trade
- Protect Your Property
- SafeGuard Ontario Property Security Program

Additional/Extra Services

Based upon interviews with members from the Municipality of West Grey, and WGPS, the most significant service that the WGPS currently provides that the OPP would not is municipal by-law enforcement.

¹⁹ Ontario Provincial Police. (2023). Positive Ticketing Program. Retrieved from <https://www.opp.ca/index.php?lng=en&id=115&entryid=573b32758f94acdd5385d303>

²⁰ Ontario Provincial Police. (2023). Project Safe Trade. Retrieved from <https://www.opp.ca/index.php?lng=en&id=115&entryid=59dfa1e78f94ac460b0bfada>

²¹ Ontario Provincial Police. (2023). Community Bear Program. Retrieved from <https://www.opp.ca/index.php?lng=en&id=115&entryid=56ec6c978f94ac9a7a55c565>

Municipal By-Law Enforcement

The WGPS attends municipal bylaw complaints and administers bylaw fines and/or lays charges accordingly. The OPP has indicated that they will attend calls such as animal and noise complaints and lay charges as appropriate but will not apply municipal fines or bylaw infractions.

West Grey currently employs one bylaw officer that works up to fourteen (14) hours per week and focuses on property standards. Therefore, increased resources will be required to cover these municipal calls if the OPP were to become the police of jurisdiction for West Grey. A municipality that recently transitioned to the OPP added an additional three (3) bylaw officers to account for the discrepancy (one full-time and two part-time). As such, a start-up cost of \$75,000 has been included for vehicle and equipment and \$200,000 has been added to the OPP scenario annually to cover salaries and benefits for increased bylaw enforcement resources. These costs have been inflated by 2% annually in the model. It is possible that these increased resources could generate increased revenue for the Municipality; however, it is likely an immaterial amount and the model utilizes a normalized annual revenue stream based upon recent annual revenues.

Provincially Mandated Responsibilities vs. Municipal Responsibilities

Provincial policing responsibilities which the OPP typically provides at no cost to municipal police services will continue to be provided at no cost to the Municipality should they decide to move forward with the OPP policing model. Thus, the Municipality of West Grey would only be responsible for covering the costs of municipal policing responsibilities that are currently being provided by the WGPS.

Directly from the OPP website, the police service provides the following services:²²

- 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);

²² Ontario Provincial Police. (2023). What we do. Retrieved from <https://www.opp.ca/index.php?id=121>

- 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, the OPP may charge for any services that it provides a municipality under the Act with approval of the Solicitor General. While 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 charged for assistance the OPP provided municipalities to date.²³

Community Input

MNP conducted a community survey from October 27, 2022, to November 10, 2022. The survey was developed to allow for anonymous feedback regarding the OPP Contract Policing Proposal. The survey assesses residents' general perceptions surrounding the services, governance structure and costs associated with maintaining the WGPS versus transitioning to the OPP model. The survey was open from October 27, 2022, to November 10, 2022.

Data Quality

The survey was primarily conducted online with paper copies available at the Municipality of West Grey office. The survey received a total of 613 responses including 584 online responses and 29 paper responses. The survey was not conducted on a randomized basis and as such does not have an assigned margin of error. Survey respondents were asked to self-identify whether they live in the Municipality of West Grey and over 97% identified as West Grey residents.

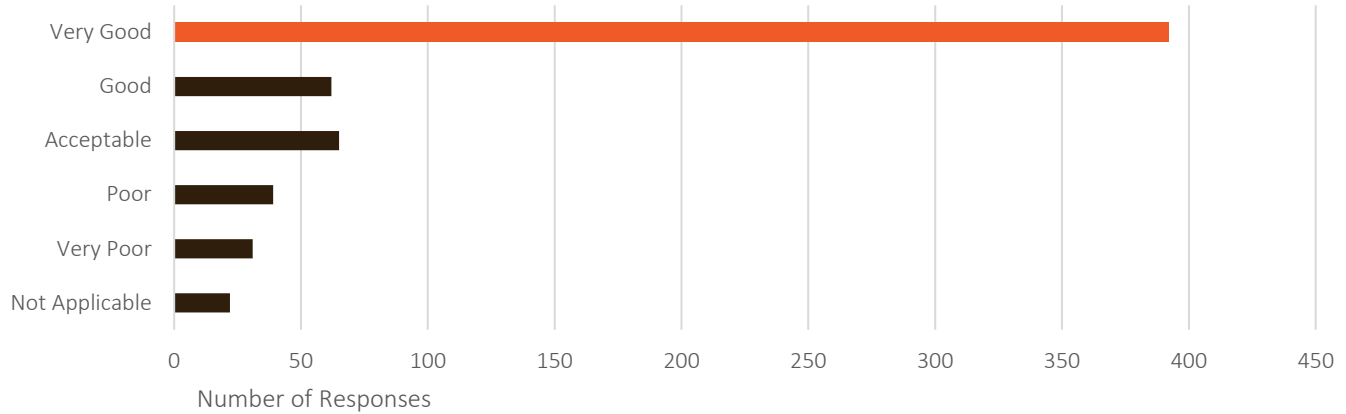
Survey Findings

The survey found that most respondents (64%) feel the WGPS provide very good quality policing and that 74% of respondents describe the quality of policing as either good or very good.

²³ Government of Ontario. (2023). Police Services Act (R.S.O. 1990, Chapter P.15). Retrieved from <https://www.ontario.ca/laws/statute/90p15#BK25>

Figure 1: Survey Question #3

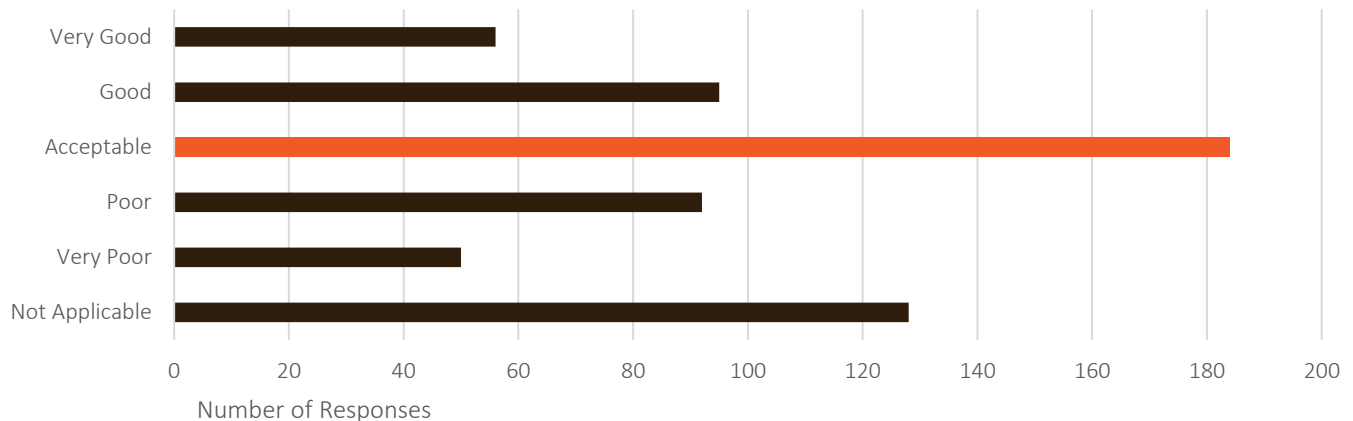
In your opinion, what is the quality of the policing services as provided by the WGPS?



In contrast, survey respondents held a broader set of views on the quality of OPP policing. 30% of responses rated the quality of OPP policing services as acceptable, 24% rated the quality of OPP policing services as good or very good, and 23% rated the quality as poor or very poor. A further 21% of responses chose the 'not applicable' option.

Figure 2: Survey Question #4

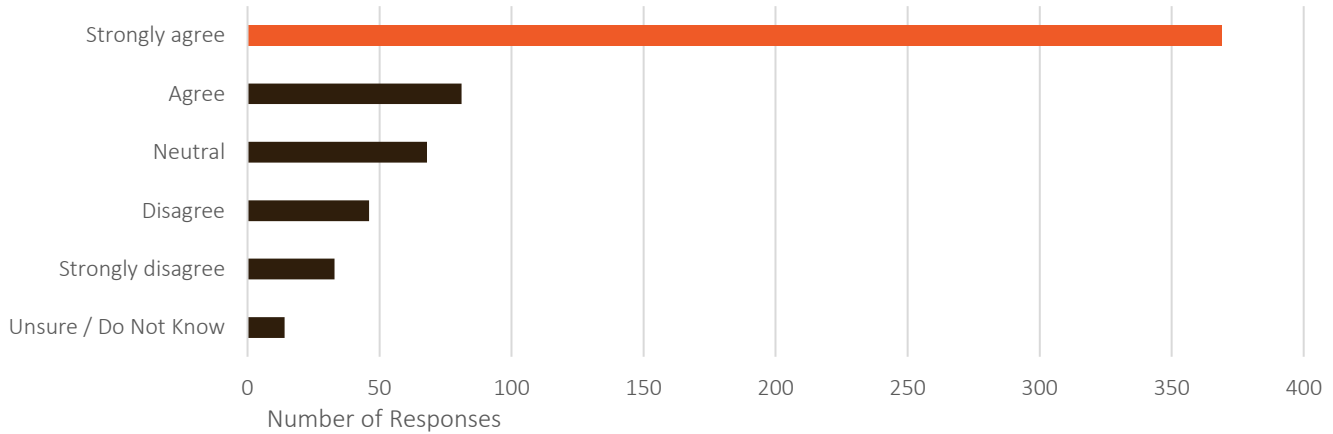
In your opinion, what is the quality of the policing services as provided by the OPP?



Residents of West Grey feel strongly that the WGPS is currently meeting the needs of the community. As shown below, 73% of responses indicate that they agree or strongly agree that the policing services provided by the WGPS meet the needs of West Grey.

Figure 3: Survey Question #6

In your opinion, to what level do you agree that the police services as provided by the WGPS meet the needs of West Grey?



To assist with comparing the WGPS model and the OPP model, the survey asked respondents to rank three key differentiating factors and selection criteria by their relative importance in selecting a model. These key criteria include Service, Governance, and Financial. They were defined as follows:

Service: Staffing levels, service standards, service offerings, community policing, additional or extra services

Governance: Community input, flexibility, autonomy, internal review processes, assumption of risk and liability, consultation methodology

Financial: Switching costs, initial operating costs, base service costs, calls for service costs, additional or extra service costs

The table below provides a summary of the responses. As shown, survey respondents overwhelmingly value service as a selection criterion and place more importance on service levels compared to governance and financial factors.

Table 8: Selection Criteria Ranked in Order of Importance, Survey Question #8

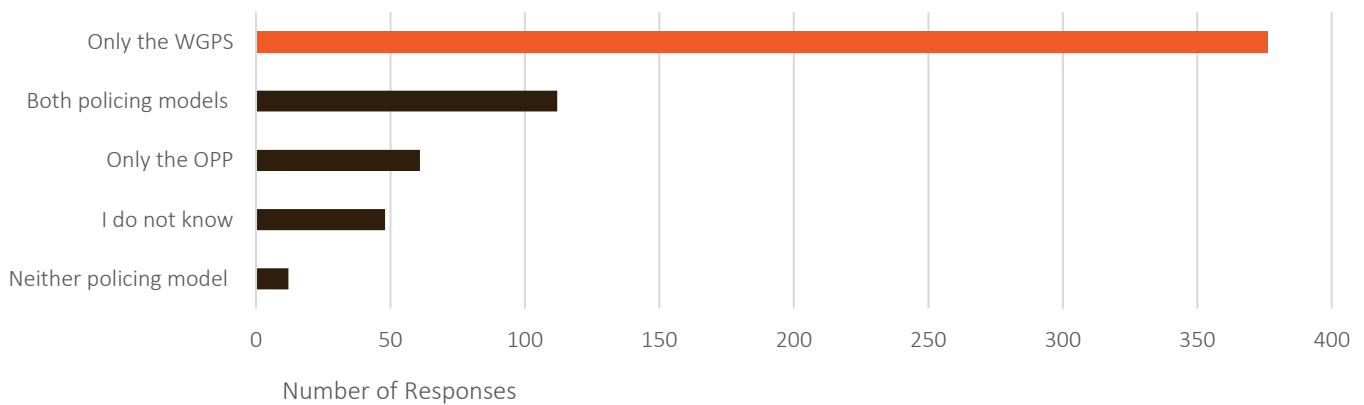
		Ranked Criteria Importance			Score
		1 st Priority	2 nd Priority	3 rd Priority	
Service	Number of Responses	427	108	45	2.66
	% Of Total	69.7%	17.6%	7.3%	
Governance	Number of Responses	58	310	202	1.75
	% Of Total	9.5%	50.6%	33.0%	

		Ranked Criteria Importance			Score
		1 st Priority	2 nd Priority	3 rd Priority	
Financial	Number of Responses	104	152	318	1.63
	% Of Total	17.0%	24.8%	51.9%	

Further expanding on the service criterion, respondents were asked their opinion on which policing model would provide the Municipality of West Grey with effective and efficient service. 61% of respondents believe that only the WGPS can provide effective and efficient service. A further 18% believe either the WGPS and OPP can provide West Grey with effective and efficient service.

Figure 4: Responses Indicated by Survey Question #9

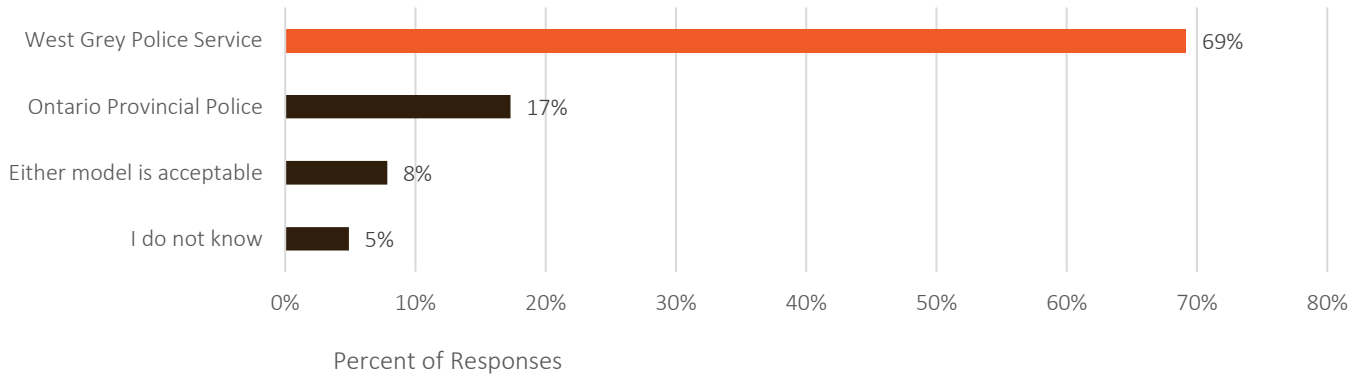
Which Policing Model will Provide West Grey with Effective and Efficient Service?



Near the end of the survey, respondents were asked which policing model they prefer. A large majority indicated that they prefer to continue receiving policing under the WGPS model.

Figure 5: Survey Question #12

Based on your understanding of the WGPS and OPP models, which model do you prefer?



Summary Long-Answer Themes

Survey participants were given an opportunity to share their perspectives in long-answer form.

Table 9: Themes on the Quality of Policing, Survey Question #5

	Common Themes on the Quality of Policing
West Grey Police Service	<ul style="list-style-type: none"> • WGPS provide community-based policing, have quick response time • The WGPS are visible in my community • The officers live in the community and are part of the community • Living in a rural section of West Grey we see very little evidence of West Grey Police on patrol.
Ontario Provincial Police	<ul style="list-style-type: none"> • OPP take a reactive approach to policing • OPP have longer response times • OPP struggle with staffing shortages

Table 10: Themes from Question 7: Why participants agree or disagree that policing services provided by WGPS meet the needs of West Grey

Summary of why participants agree or disagree that policing services provided by WGPS meet the needs of West Grey

Reasons participants agree that WGPS meets the needs of West Grey	<ul style="list-style-type: none"> • The West Grey Police Service (WGPS) provides adequate services and are familiar with the community • The presence of the WGPS prevents crime • The WGPS are involved in community events • The WGPS are responsive and provide fast service • The WGPS are community-oriented and understand the people they serve.
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Summary of why participants agree or disagree that policing services provided by WGPS meet the needs of West Grey

Reasons participants disagree that WGPS meets the needs of West Grey	<ul style="list-style-type: none"> • Lack of communication and transparency from the WGPS • The need for financial responsibility from the WGPS • The cost of the WGPS and their proposed new station is a concern • The WGPS do not have a strong presence in rural areas
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Table 11: Summary of Answers to Question 13: What are the elements that led you to prefer one or either model?

What are the elements that led you to prefer one or either model?

Reasons participants prefer the WGPS	<ul style="list-style-type: none"> • Familiarity with the community and its residents • Proximity and responsiveness of the police • Trust in and satisfaction with the current police service • Concerns about the potential cost and lack of service with the OPP • The belief that local police are more proactive and provide better service than the OPP • Strong ties to the community • Efficient response times
Reasons participants prefer the OPP	<ul style="list-style-type: none"> • Potential for cost savings • Better coverage of rural areas

Other Jurisdictional Research

Individuals from Orangeville, Shelburne and Dryden 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.

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 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.

The degree to which municipal officers were hired by the OPP varied by community, but several indicated that the same officers are there and that they and the new officers have been very visible in the community. Larger centres have reported enjoying an increased police presence because of the increase in officers in the community that are part of centralized or specialized services – major crimes, investigative units, etc.

Reasons for rejecting the OPP Contract Policing Proposal with regards to service included concerns regarding loss of jobs in the community,^{24,25} too many unknowns surrounding police presence within city or municipal limits,²⁶ 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.²⁷

Service Summary

Table 12: Summary of WGPS and OPP Policing Models

Service Area	WGPS Policing Model	OPP Policing Model
Staffing Levels	<ul style="list-style-type: none"> • 24 FTEs Uniform Officers • One Civilian <ul style="list-style-type: none"> ◦ Administration 	<ul style="list-style-type: none"> • 22.51 FTEs Uniform Officers • Two Civilians <ul style="list-style-type: none"> ◦ Administration ◦ Court Officer
Service Standards	<ul style="list-style-type: none"> • Local Policing Model • 24/7 Policing • Minimum standard of two uniform officers on duty and in Municipality limits • Typically, at least three officers on duty. 	<ul style="list-style-type: none"> • Integrated/Regional Policing Model • 24/7 Policing • Officers start and end their shifts at the West Grey Detachment • Regional model does not guarantee number of officers in the Municipality but there would be 15 – 16 officers on duty throughout the region at any time

²⁴ Barnes, D. (2016). Loss of Brockville Police Service would have many implications: COPS. Retrieved from <https://www.hamiltonnews.com/news-story/6259002-loss-of-brockville-police-service-would-have-many-implications-cops/>

²⁵ Frisque, G. (2017). Council chooses OPS over OPP in 4-3 vote – here's why each member voted yea or nay. Retrieved from <https://www.orangeville.com/news-story/7368434-council-chooses-ops-over-opp-in-4-3-vote-here-s-why-each-member-voted-yea-or-nay/>

²⁶ Your Midland. (2017). Shared: Deep River ponders OPP option. Retrieved from <http://www.ourmidland.ca/news/police-service/shared-deep-river-ponders-opp-option-2017-01-20>

²⁷ Your Midland. (2016). Smiths Falls Abandons OPP Costing Process. Retrieved from <http://www.ourmidland.ca/news/police-service/smiths-falls-abandons-opp-costing-process-2016-04-12>

Service Area	WGPS Policing Model	OPP Policing Model
Services Offered	<ul style="list-style-type: none"> Any police services not offered by the WGPS are currently provided to the City of West Grey by the OPP at no extra cost to the municipality 	<ul style="list-style-type: none"> The OPP offer the Municipality of West Grey all services currently offered by the WGPS except for municipal by-law enforcement The OPP offer a full suite of specialty services
Provincially Mandated Responsibilities vs. Municipal Responsibilities	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> The OPP provide the Municipality of West Grey with its provincial responsibilities at no extra cost
Community Policing Focus	<ul style="list-style-type: none"> Actively involved in the community through foot patrols, participation in school activities and planning, presentations, parades, and a variety of events Overall, tremendous positive feedback from the municipality's residents 	<ul style="list-style-type: none"> One dedicated CSO shared between the different municipalities within the zones policed by the OPP Grey Bruce Detachment May add an addition CSO Feedback from other jurisdictions indicated that the OPP provides community policing services as directed

Governance

A variety of indicators were utilized to compare the governance of the proposed OPP policing model and WGPS's current governance framework. The Municipality of West Grey is expected to maintain a Police Services Board should it transition to the OPP policing model, although its activities and responsibilities would be somewhat different. Below is a list of seven sections 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

Governance Overview

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. Police services operate in a dynamic landscape and are required to constantly innovate on traditional knowledge and practices 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, evolving expectations and demands of governments - 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 service in accordance with its needs. As a part of doing so, municipalities must also have a police services board.²⁸

Police Services Boards are responsible for ensuring that the current needs of the municipality are being met, but also for planning for the future. With input from the community, they have a role in deciding what the future of the service should look like. 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.

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 elected officials and being an advocate for the community by giving them voice.

Presently, the West Grey Police Services Board ensures police services meet the needs of the public. According to Section 31 of the Police Services Act, a municipal police services board is responsible to provide adequate and effective policing and to:²⁹

- a. Appoint the members of the municipal police force
- b. Generally determine, after consultation with the chief of police, objectives and priorities with respect to police services in the municipality
- c. Establish policies for the effective management of the police force
- d. Recruit and appoint the chief of police and any deputy chief of police, and annually determine their remuneration and working conditions, taking their submissions into account
- e. Direct the chief of police and monitor his or her performance
- f. Establish policies respecting the disclosure by chiefs of police of personal information about individuals
- g. Receive regular reports from the chief of police on disclosures and decisions made under section 49 (secondary activities)
- h. Establish guidelines with respect to the indemnification of members of the police force for legal costs
- i. Establish guidelines for dealing with complaints

²⁸ Government of Ontario. (2023). Police Services Act (R.S.O. 1990, Chapter P.15). Retrieved from <https://www.ontario.ca/laws/statute/90p15#BK25>

²⁹ Ibid

- j. Review the chief of police's administration of the complaints system and receive regular reports from the chief of police on his or her administration of the complaints system

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 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 rather than concerning itself with day to operations or ongoing investigations.

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 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 13: Police Services Act Section 31 and Section 10 Comparison³⁰

Section 31 Municipal Policing Model	Section 10 OPP Policing Model
<ul style="list-style-type: none"> PSB will determine, after consultation with the Chief of Police, objectives, and priorities with respect to police services in the municipality 	<ul style="list-style-type: none"> Consultation will happen with the Detachment Commander or their designate
<ul style="list-style-type: none"> PSB will ensure the establishment of appropriate policies for the effective management of the police service 	<ul style="list-style-type: none"> 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

³⁰ Government of Ontario. (2023). Police Services Act (R.S.O. 1990, Chapter P.15). Retrieved from <https://www.ontario.ca/laws/statute/90p15#BK25>

Section 31 Municipal Policing Model	Section 10 OPP Policing Model
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> PSB will participate in the selection of the Detachment Commander assigned to the municipality
<ul style="list-style-type: none"> PSB will direct the Chief of Police and monitor his or her performance 	<ul style="list-style-type: none"> PSB will monitor the performance of the Detachment Commander
<ul style="list-style-type: none"> PSB will establish policies respecting the disclosure by the Chief of Police of personal information about individuals 	<ul style="list-style-type: none"> No defined direct role with regards to establishing policies
<ul style="list-style-type: none"> PSB will receive regular reports from the Chief of Police on disclosures and decisions under Section 49 (secondary activities) 	<ul style="list-style-type: none"> PSB will receive regular reports from the Detachment Commander on disclosures and decisions under Section 49 (secondary activities)
<ul style="list-style-type: none"> PSB will establish guidelines with respect to the indemnification of service members for legal costs under Section 50 	<ul style="list-style-type: none"> No defined role with regards to the indemnification of service members for legal costs under Section 50
<ul style="list-style-type: none"> PSB will establish guidelines for dealing with complaints made under Part V 	<ul style="list-style-type: none"> No defined role with regards to establishing guidelines for dealing with complaints made under Part V
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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
<ul style="list-style-type: none"> PSB shall submit operating and capital estimates to the municipal council that will show, separately, the amounts that will be required to; maintain the police service and provide it with equipment and facilities and to pay the expenses of the PSB's operation other than the remuneration of PSB members 	<ul style="list-style-type: none"> No defined role for submitting operating and capital estimates to the municipal council
<ul style="list-style-type: none"> PSB is responsible for labour relations such as participation in collective bargaining and grievance 	<ul style="list-style-type: none"> PSB would have no say with regards to the OPP collective agreement negotiation

Levels of Flexibility, Autonomy, and Input

Through interviews with key individuals from the current Police Services Board, WGPS, the Municipality of West Grey and the OPP a comprehensive understanding of current governance and under the OPP model was developed.

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. Although some municipalities desire more of a reporting relationship as opposed to being actively involved with oversight, the OPP indicated that there is always a willingness to have the Police Services Board be more involved in oversight and setting strategic direction, and that the OPP has always responded well to different requests made by the Police Services Boards in the past. West Grey's Detachment Commander hopes to work closely in collaboration with the Police Services Board should the Municipality of West Grey 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.

Alternatively, the WGPS Board has direct and singular oversight of the WGPS and provides input and guidance as outlined in the previous section.

Although this is the case, there needs to be a commitment by both the police agency of jurisdiction, regardless of OPP or WGPS, 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 to be innovative and progressive as possible.

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 OPP Detachment Commander at any time regarding questions, requests, or concerns they may have. Similarly, the Police Services Board can consult with the WGPS Police Chief regarding questions, requests, or concerns. However, in contrast, the WGPS Board has a direct reporting authority over the WGPS Chief of Police that would not exist with the OPP and an increased responsibility and ability to influence the police service's strategic direction.

The OPP Detachment Commander would provide monthly or quarterly reports to the Police Services Board as requested. Reports typically 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. The OPP indicated that the Police Services Board can request additional reporting, or a further breakdown of items to ensure that everyone has the information they need or want with regards to governance and oversight.

The OPP's 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.

The WGPS currently provides monthly reporting to the Police Services Board, although there are sometimes additional special meetings that can result in two in a month. The WGPS indicated that they are also available at any time to answer any questions the PSB might have or to provide any or data or information that might be requested.

The WGPS's overarching guiding document is a multi-year business plan that spans three-year periods. Police Services are legislated to prepare a business plan within the police services act. The business plan provides background information on the Municipality, recent police activities and crime as well as lays out activities for the future guided by feedback gathered from the municipality and service members in surveys and information collection.

In addition, the WGPS also provides weekly updates regarding their activities online, including details related to recent crimes and police activities to ensure not only the PSB, but the community, is abreast of current activities.

Internal Review

The OPP provides information on officer complaints in their 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 Municipality of West Grey 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 complaint to OPP's Head Office in Orillia.

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

Assumption of Risk / Liability

Currently, the Municipality of West Grey assumes all risk and liability with regards to the WGPS and the police service's employees. Should a uniform officer or the Municipality get sued because of a wrongful action while on-duty, the costs associated with legal fees, related insurance and other associated costs fall to West Grey.

On the other hand, if the Municipality of West Grey accepted the OPP Contract Policing Proposal, the OPP would assume all risk and liability. The risk and liability mitigation that the OPP provides as well as the professional resources and experience they can bring to bear in these situations is a significant value.

Other Jurisdictional Research

When interviewing other jurisdictions about governance, respondents indicated that they did not feel there have been large discrepancies between the governance structure of their municipal police services versus the governance structure of the OPP. There was, however, a general acknowledgement that the OPP has larger organizational plans, policies, and commitments than just their municipality and that there could be times where there is misalignment.

Other municipalities have been pleased with the level of input they have been afforded 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 service 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. One municipality indicated they receive less information than they did with their municipal service while one indicated they receive better and more timely information.

Some municipalities indicated that they were glad to be rid of the challenges of having to govern their municipal police service and are more than happy to have the OPP deal with challenges the municipal PSB, and sometimes the municipality by extension, had to deal with.

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.³¹³²

Governance Summary

Table 14: Governance Summary of WGPS and OPP Policing Models

Governance Area	WGPS Policing Model	OPP Policing Model
Level of Flexibility, Autonomy and Input	<ul style="list-style-type: none"> Full flexibility, autonomy and input into oversight and governance of the municipal police service Heavily involved with all key decision making surrounding the 	<ul style="list-style-type: none"> Less key decision-making capabilities and flexibility, autonomy and input into oversight and governance of the OPP.

³¹ Turl, J. (2015). No savings likely for North Bay converting to OPP say Sarnia's Mayor and Chief. Retrieved from <https://www.baytoday.ca/local-news/no-savings-likely-for-north-bay-converting-to-opp-say-sarnias-mayor-and-chief-80436>

³² Frisque, G. (2017). Council chooses OPS over OPP in 4-3 vote – here's why each member voted yea or nay. Retrieved from <https://www.orangeville.com/news-story/7368434-council-chooses-ops-over-opp-in-4-3-vote-here-s-why-each-member-voted-yea-or-nay/>

Governance Area	WGPS Policing Model	OPP Policing Model
	<p>policing for the Municipality of West Grey</p>	<ul style="list-style-type: none"> Although this is the case, input from the PSB will always be considered by the Detachment Commander when making decisions
Consultation Methodology	<ul style="list-style-type: none"> Police Services Board can consult with the Chief of Police and the Chief of Police provides reporting for each board meeting or upon request 	<ul style="list-style-type: none"> Police Services Board can consult with the Detachment Commander and the Detachment Commander provides monthly or quarterly reports as requested
Internal Review	<ul style="list-style-type: none"> Police Services Board is actively involved and informed about internal reviews with regards to complaints or officer misdemeanors 	<ul style="list-style-type: none"> Internal reviews will be conducted within the OPP and information will be shared with the Police Services Board on an as needed basis
Assumption of Risk/Liability	<ul style="list-style-type: none"> The Municipality of West Grey assumes all risk and liability for the municipal police service 	<ul style="list-style-type: none"> The OPP assumes all risk and liability for their police service

Financial

The final comparison measure within the evaluation framework is "Financial". A comprehensive 15-year projection was created to build a 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

Switching Costs

If the Municipality of West Grey 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.

Uniform, Vehicle and Equipment Costs

Initial costs for uniform and equipment were estimated by the OPP to be \$619,945. These items are mostly comprised of uniform and personal equipment as well as radio and radar, the composition and costs of which are detailed in *Appendix 3. Initial Uniform, Equipment and Vehicle Costs*.

Severance

One of the largest switching costs the Municipality of West Grey could incur should the OPP Contract Policing Proposal be accepted is severance costs for WGPS officers and/or civilian staff. The OPP indicate that, should West Grey decide to accept the OPP Contract Policing Proposal, they cannot ensure or confirm that all current members of the WGPS would receive employment with the OPP. Nor is it assumed that all or any of the WGPS members or staff desire employment with the OPP. All members of the WGPS 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.

Although there are more components and nuance than the following, Provincial severance standards generally require an organization with an annual payroll of higher than \$2.5 million to include one (1) week of pay for each year of employment for employees that are severed and who have been with the organization more than five (5) years³³.

The current WGPS collective agreement does not speak specifically to severance rates. However, recent arbitration decisions in Ontario regarding police severance indicate the intricacy and complexity of the issue. A recent publicly available severance award provided four weeks for sworn officers and civilians plus a \$5,000 award for retraining. Officers that were hired by the OPP received 4 weeks of pay³⁴.

The Chief of Police contract stipulates that in the event of disbandment *"the Board agrees that the Chief will receive all of the entitlements and benefits conferred upon him as stipulated by the terms of this Agreement."* Further, those entitlements shall not impede any obligations under section 40 of the Police Services Act. The current employment contract ends December 31, 2023. As such, the current contract will have concluded, and all entitlements and benefits conferred will have been met at the time of transition. Therefore, the severance calculation has included this position at the same rate as the aforementioned arbitration – four (4) weeks of pay for every week of service plus a \$5,000 retraining award.

The Inspector contract does not include severance or disbandment terms and severance was calculated in the same manner as the Chief of Police.

Potential severance amounts were calculated assuming a 0%, 25%, 50%, 75% and 100% transition to the OPP. Amounts were calculated by averaging the tenure of each rank and multiplying it by the stated collective agreement salary for that rank. The \$5,000 of training per position was added. The proportionate amount of the calculated severance (25%, 50% etc.) was added to a rate of four (4) weeks per year of employment for the reciprocal proportion of employees i.e., those that are expected to transition to the OPP. For example, in the 75%

³³ <https://www.ontario.ca/document/your-guide-employment-standards-act-0/severance-pay>

³⁴ <https://www.policearbitration.gov.on.ca/section-40-rights/>

transition scenario, 25% of total potential severance plus 25% of total staff volume multiplied by \$5,000 per person, plus 75% of the four (4) weeks per year were included to reach a total of \$1,105,390.

Recent OPP transitions indicate that the 50% or 75% figure to be the most likely and as such are included in the table below. The 50% transition cost has been included in the 15-year financial model.

The Municipality of West Grey's agreement to provide IT services is renewed on an annual basis (the upcoming contract expires December 31, 2023) and does not include a severance clause, only a 90-day written notice.

Table 15: Estimated Severance Cost Scenarios for the Municipality of West Grey Transition to OPP

	0% Transition to OPP	50% Uniform Officers, Transition to OPP	75% Uniformed Officers Transition to the OPP	100% Transition to OPP
Severance Costs	\$2,091,274	\$1,434,018	1,105,390	\$915,900 ³⁵

Pension Transfer

There have also been recent arbitrations in Ontario related to Municipal police transfers to the OPP where arbitrators have ruled that the *"Board will pay all pension contribution costs for members employed by the OPP to ensure that the member has the same pensionable service under the Public Service Pension Plan as under the OMERS pension plan."*

Detailed pension balances for WGPS were not included in the scope of this engagement; however, the municipality should be aware of these recent awards.

Holiday Pay

Outstanding holiday pay for all employees would be paid out at the time of transition. Holiday pay is also a current liability to the WGPS and, as such, was not included as an additional cost to the transition.

Other Initial Costs

Other potential costs were identified during consultation including human resource costs, legal and communications fees and records and information management costs. Municipalities that have undertaken the transition to the OPP provided that increased resources related to human resources professionals and records management services should have been engaged to mitigate the workload and pressure put on municipal staff during the transition.

Therefore, a cost of \$100,000 was included for human resource services, \$25,000 was included as an estimate for the costs associated with records and information management and a cost of \$65,000 was used as an estimate for the costs associated with legal and communications fees.

³⁵ NOTE: This amount represents the four (4) weeks per year of service for employees that transition to the OPP, as per recent arbitration – even if all employees make the transition.

West Grey Detachment Building

The municipality procured drawings and a cost estimate for a police service building preceding the initiation of this engagement. The building was designed mindful of contemporary police service needs and has been deemed to meet the needs of either agency. As such, building costs have not been included as a part of this analysis as the building will be constructed regardless of police service that occupies it.

Initial 3-Year Contract

In the first fiscal year (January to December) the OPP has estimated the total annual costs of policing at \$4,368,104. These costs would include the full costs associated with 22.51 uniform FTEs and 2.00 civilian FTEs to perform municipal policing activities for the Municipality of West Grey.

This cost has been inflated by 3.55% into year two (2) and year three (3). The methodology for deriving the 3.55% inflation rate will be demonstrated later in this report.

During the 3-year contract period, the OPP will complete statistical analysis of the Municipality of West Grey'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 municipality requests annually.

A detailed breakdown of the initial 3-year costs associated with transitioning to the OPP policing model are included in *Appendix 5. Initial 3(+)-Year Costs*.

Transition Timing

The OPP cost estimate assumes a January to December period. Transitions often include calendar years where the municipal police service operates for several months and then the OPP transition occurs, and it operates for the remainder of that calendar year.

At this time, a transition estimate is difficult to predict because it is predicated on the construction of the new police facility. The contract proposal is based on the use of a facility suitable to the minimum standards and specifications for police facilities as established in Section 6 of the Policing Standards Manual (2000). The current WGPS facility does not meet those standards. Therefore, the transition is predicated on the construction and occupation of an appropriate facility – the timing of which is difficult to predict. As such, the 15-year financial model makes the simplified assumption that the transition will occur on a January 1 and compares models against full fiscal years without calculating a transition year or a "stub" financial year.

Base Service Costs

An updated OPP Billing Model was created in 2015. This model incorporates a "base service cost". *"The Base Services costs represent an allocation of municipal policing costs related to proactive policing services such as routine patrols, crime prevention, RIDE programs, etc., and additional activities such as training, administration, etc."*³⁶

³⁶ Ibid

The Base Service Cost 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.³⁷

Property Counts within West Grey have remained relatively stable over the period, increasing an average of only 0.28% annually within the measured period. This rate was used to increase property counts throughout the 15-year model.

Table 16: Municipality of West Grey Property Counts (2018 – 2022 tax years)

	2018	2019	2020	2021	2022
Base Service Cost Per Property	7,244	7,248	7,255	7,329	7,346
% Change	-	0.06%	0.10%	1.02%	0.23%
Annual % Change over 5-year period	0.28%				

Historical OPP billing model base service costs per property is included in the following table. Base service costs have been decreasing annually, from a rate of \$193.02 per property in 2018 to an estimated \$165.66 per property in 2023. Although the modest property growth rate has been included in the 15-year model, continued decreases in the per property rate have not been included. To be conservative, the rate has been maintained at the estimated \$165.66 throughout the duration of the model.

Table 17: Decrease in Base Service Cost Per Property for the OPP Costing Model

	2018 Reconciled	2019 Reconciled	2020 Reconciled	2021 Reconciled	2022 Estimate	2023 Estimate
Base Service Cost Per Property	\$193.02	\$191.43	\$184.61	\$179.62	\$172.07	\$165.66
% Change	-	-0.82%	-3.56%	-2.70%	-4.20%	-3.73%
Average Annual % Change	-3.0%					

Therefore, the starting base service rate cost for West Grey is \$1,224,074 in the first year of the billing model (year 4) growing to \$1,272,625.

³⁷ Ontario Provincial Police (2023). 2023 OPP Municipal Policing Billing General information. Retrieved from <https://www.opp.ca/index.php?id=115&entryid=633ee1889780335c553f23c3>

Calls for Service Costs

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 all the municipalities in Ontario policed by the OPP. The proportionate share of costs 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.³⁸

There are multiple codes or call types within WGPS's calls for service data that are not included in the OPP billing model because they are included within the Base Service costs as previously calculated or are deemed to be a part of the OPP's Provincial responsibilities and are not charged back to the municipality. When in doubt, calls have been left in the billing model to be conservative. Call types that were removed include:

- Persons Reporting In
- R.I.D.E. Checks Conducted
- Ambulance Assistance [8860.0020]
- Community services
- Duplicate occurrence [8899]
- Person Well-Being Check [8863.0040]
- R.I.D.E. [8870]
- Compliance Check
- Person Check in - OSOR [8542.0010]

Table 18: Municipality of West Grey's Annual Calls for Service in the OPP Billing Model

	2018	2019	2020	2021	2022
Total WGPS Calls for Service	3,398	3,769	3,761	3,874	4052
WGPS Calls included in "BASE Service"	190	251	143	179	267
OPP Billing Model Calls	3,208	3,518	3,618	3,695	3,785

³⁸ Ontario Provincial Police (2023). 2023 OPP Municipal Policing Billing General information. Retrieved from <https://www.opp.ca/index.php?id=115&entryid=633ee1889780335c553f23c3>

Costs Associated with OPP's Calls for Service

WGPS calls for service from 2019 – 2021 were utilized to estimate OPP calls for service costs for 2023. Based upon the call for service billing model, the 2023 OPP cost based on WGPS calls for service would be approximately \$1,816,510.

Table 19: WGPS Calls for Service Input to the OPP Call for Service Billing Model

Calls for Service Billing Workgroups	Municipal Police Service Calls for Service Count					2023 Average Time Standard	Total Weighted Time	% of Total Provincial Weighted Time	2023 Estimated Calls for Service Cost
	2019	2020	2020	2021	Four Year Average				
					A	B	C = A * B	D	D * Provincial Total \$
Drug Possession	5.5	7.5	5.0	2.5	5.1	7.1	36	0.0023%	\$ 4,050
Drugs	5.5	15.0	5.0	2.5	7.0	68.0	476	0.0217%	\$ 38,786
Operational	1,687	1,917	2,157	2,235	1,999.0	3.8	7,596	0.2750%	\$ 491,118
Operational 2	134	208	202	248	198.0	1.4	277	0.0136%	\$ 24,268
Other Criminal Code Violations	133	195	157	209	173.5	7.5	1,301	0.4243%	\$ 757,712
Property Crime Violations	444	444	422	333	410.8	6.4	2,629	0.1443%	\$ 257,671
Statutes & Acts	280	259	267	296	275.5	3.4	937	0.0436%	\$ 77,857
Traffic	336	364	315	283	324.5	3.7	1,201	0.1723%	\$ 307,712
Violent Criminal Code	183	116	88	86	118.3	15.8	1,868	0.1484%	\$ 265,089
Estimated Calls for Service Total	3,208	3,526	3,618	3,695	3,512		16,322	1.2455%	\$ 1,816,510
Provincial Totals	401,434	441,088	364,415	373,300	395,059		1,604,533	100.0000%	\$ 178,576,909

To estimate the annual calls for service cost throughout the model, an estimated annual cost increase for the OPP billing model was determined. OPP Billing Model templates from 2019 – 2023 were utilized. WGPS calls for service from 2017 – 2022 were used in each of the models. Therefore, changes in cost between the models are not due to changes in call for service, but from the model itself. The most salient of these is OPP operating costs. It must be noted; however, that the “Average Time Standard” calculated each year could slightly affect annuals cost as could the proportion of different call types throughout the province each year. However, these effects were deemed immaterial compared to overall operating cost increases. The annualized cost increase within the Billing Model using this methodology is approximately 3.55%.

Table 20: Municipality of West Grey Calls for Service Cost Estimates from 2021-2023 in the OPP Billing Model

	2019 Model Estimate	2020 Model Estimate	2021 Model Estimate	2022 model Estimate	2023 Model Estimate
Provincial Total Time	1,604,533	1,626,979	1,666,390	1,740,049	1,604,533
West Grey Total Weighted Time	15,836	15,868	15,764	16,057	16,461
West Grey's % of Total	0.987 %	0.975%	0.9824%	1.0008%	1.0259%
Total Municipal Cost	\$160,778,914	\$166,805,510	\$168,336,779	\$176,906,037	\$178,576,909
West Grey Cost	\$1,586,850	\$1,626,886	\$1,592,419	\$1,632,510	\$1,816,510
Annual Change (%)		2.52%	-2.12%	2.52%	11.27%
Average Annual Change	3.55%				

Therefore, in all years of the "Billing Model" years of financial model, 3.55% is used to estimate the increase in OPP's operating expenses year over year in addition to any changes in costs related to the proportion of WGPS calls for service.

Of note, there is a very small change in the proportion of West Grey's calls for service as a proportion of the total, increasing slightly. OPP Time Standards are evaluated every year and updated using the most current data. Certain call types may increase or decrease as operational and legislative needs change and, as such, a municipality's proportion can change, albeit slightly based upon the magnitude of the allocation pool.

Additional/Extra Service Costs

Police Services Board

As indicated in the Governance section of this report, regardless of the policing model, there is the responsibility to maintain a Police Services Board. To calculate the future Police Service Board costs, the costs of maintaining the Board since 2018 were reviewed and the average costs for the six years was calculated as approximately \$88,000. Current Police board costs are increasing at rate of approximately 15.6% from 2018 – 2022; however,

there was a large increase in 2019. Therefore, PSB costs begin by using the current PSB budget \$40,000 inflated annually at 2%. These costs were added to both the OPP and WGPS future costs in the 15-year projection. A detailed breakdown of Police Service Board costs can be found in *Appendix 6. Police Service Board Costs*.

Overtime

If the Municipality of West Grey were to accept the OPP Contract Policing Proposal, the Municipality would be billed for overtime resulting from occurrences within the Municipality in addition to a portion of overtime not linked specifically to the Municipality of West Grey to account for training and other such expenses incurred by the OPP.³⁹ Although this is the case, the OPP have made it clear that the Municipality of West Grey 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 2023 at \$14.97 per property. This cost is accounted for in the initial three-year costs provided to the Municipality of West Grey as \$137,009 or approximately 4.05% of total uniform salaries and benefits.

Actual overtime costs will be reconciled with this estimate to determine if the Municipality of West Grey 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.⁴⁰

As per the OPP website:

"The overtime activity for the calendar years 2018, 2019, 2020 and 2021 has been analyzed and averaged to estimate the 2023 costs. The costs incorporate the estimated 2023 salary rates and a discount to reflect overtime paid as time in lieu. The overtime costs incurred in servicing detachments for shift shortages have been allocated on a per property basis based on straight time."

The last three OPP Billing models posted include Overtime rates per property as follows.

Table 21: Per Property OOPP Overtime Rates from the Most Recent Three Billing Models

	2021 Estimate	2022 Estimate	2023 Estimate
Per Property OT Rate	\$13.47	\$12.79	\$14.97
% Change (annual)	6.00%		

The annual change in OT rate over the years available is approximately 6%. As such, OPP per property overtime rates are assumed to increase at this same rate in the financial model. Therefore, overtime in the first year of the billing model is assumed to be \$177,222 inflated from its starting point by 6% annually.

³⁹ Ontario Provincial Police (2023). 2023 OPP Municipal Policing Billing General information. Retrieved from <https://www.opp.ca/index.php?id=115&entryid=633ee1889780335c553f23c3>

⁴⁰ Ibid

Prisoner Transport

OPP prisoner transportation costs are charged to all municipalities based on a standardized province-wide per property fee.⁴¹ The per property prisoner transportation cost in the OPP Billing model has been decreasing significantly. In 2021, the estimated per property cost for prisoner transport is \$2.11, it was \$1.71 in the 2022 model and is estimated to be \$1.17 in the 2023 model.

Using the Municipality of West Grey's property count of 7,367, the estimated 2023 prisoner transport costs would be approximately \$8,620. The financial model does not assume that this rate will continue to decrease but leaves it at the 2023 rate and increases the municipality's annual property count as it has in other scenarios. 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 22: Prisoner Transport Costs per Property from 2015 to 2019

	2021 Reconciled	2022 Reconciled	2023 Estimate
Prisoner Transport Cost per Property	\$2.02	\$1.71	\$1.17
% Change	-	-19%	-32%

Accommodations and Cleaning

The OPP charges municipalities 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 standard province-wide rate.⁴²

However, West Grey will own the policing facility and will be responsible for the total cost of its accommodation and maintenance, regardless of the policing model going forward. As such, the accommodations and cleaning costs are the same for each model in the financial model.

Current accommodations and cleaning costs including utilities are quite modest – approximately \$20,000 - \$23,000 annually. However, the new, much larger facility is expected to incur a larger cost. Although the building will be new, a larger maintenance cost is also expected. Significant spending has not been occurring in the current policing building because of its imminent expiration. Therefore, an annual cost of \$35,000 has been included in each model and inflated at 2% annually.

West Grey Police Service Costs

The West Grey Police Service's financial model projections are somewhat simpler than the OPP billing model.

- Current salaries are inflated throughout the model at their current rate of 2%

⁴¹ Ibid

⁴² Ibid

- Benefits at 30% of salaries
- Operating overhead inflated at historical rate of 5.5% annually
- Accommodations and cleaning costs have been changed to reflect the new police building

Capital

Transfers to capital reserves were removed from WGPS expenses and a separate capital budget was estimated over the 15-year timespan. The following assumptions were used to estimate future capital costs:

- Projected 8-year refresh on individual fleet vehicles
- Projected 5-year refresh on radio equipment
- Projected annual costs equal to 10% of the 2022 book costs for other technology, firearms and tasers, other gear, and office supplies
- Building costs have been excluded as a new building will be constructed regardless of police service
- A 2% rate of inflation on future capital costs

Table 23: Capital Cost Summary by Asset Category

Year	Automotive	Technology	Radios	Firearms / Tasers	Other Gear	Office Supplies	Total
2024	188,215	13,897	28,742	6,226	5,019	2,048	244,147
2025	45,547	14,175	29,317	6,351	5,119	2,089	102,598
2026	-	14,459	29,904	6,478	5,221	2,131	58,193
2027	-	14,748	30,502	6,607	5,326	2,173	59,356
2028	156,545	15,043	31,112	6,740	5,432	2,217	217,089
2029	-	15,344	31,734	6,874	5,541	2,261	61,754
2030	-	15,650	32,369	7,012	5,652	2,306	62,989
2031	-	15,964	33,017	7,152	5,765	2,352	64,250
2032	220,523	16,283	33,679	7,295	5,880	2,399	286,059
2033	53,366	16,608	34,353	7,441	5,998	2,447	120,213
2034	-	16,941	35,042	7,590	6,118	2,496	68,187
2035	-	17,279	35,744	7,742	6,240	2,546	69,551
2036	183,418	17,625	36,460	7,896	6,365	2,597	254,361
2037	-	17,977	37,191	8,054	6,492	2,649	72,363
2038	-	18,337	37,936	8,215	6,622	2,702	73,812

Revenue Considerations

The WGPS has averaged actual and budgeted revenues of approximately \$155,000 annually during the period studied. This revenue is expected to continue in the WGPS portion of the model. The OPP model continue to receive similar revenues in areas that are expected to continue, but revenues related to Provincial Grants, Special Constables and Capital Reserves have been removed.

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 WGPS policing model over a 15-year period.

Year 0

In the financial projection, Year 0 includes the initial costs the Municipality of West Grey 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 \$2,318,962.

There would be no costs incurred by the Municipality of West Grey in “Year 0” were it to maintain the WGPS as its police service.

Years 1-3 Inclusive

The OPP requires three full fiscal years (January to December) to collect and analyze West Grey’s calls for service activities. The OPP cost proposal only includes an estimate for the first year. To develop a cost for year two and three, total contract costs have been increased by an annual rate of 3.55%.

For the WGPS model throughout Years 1-3, annual cost increases for each major cost centre (Uniform Officers, Civilian Staff, Expenses) 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 salaries is 2.0%. Benefits were calculated at a historical rate of 30% of salaries and used throughout. All other costs incurred by WGPS were projected to increase by their recent historical rate of increase of 5.5% rate of increase.

Years 4-15

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, and accommodations and cleaning. These costs were projected using the aforementioned assumptions.

The costs to maintain the WGPS were calculated in Years 4-15 utilizing annual cost increases as calculated in Years 1-3.

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.⁴³

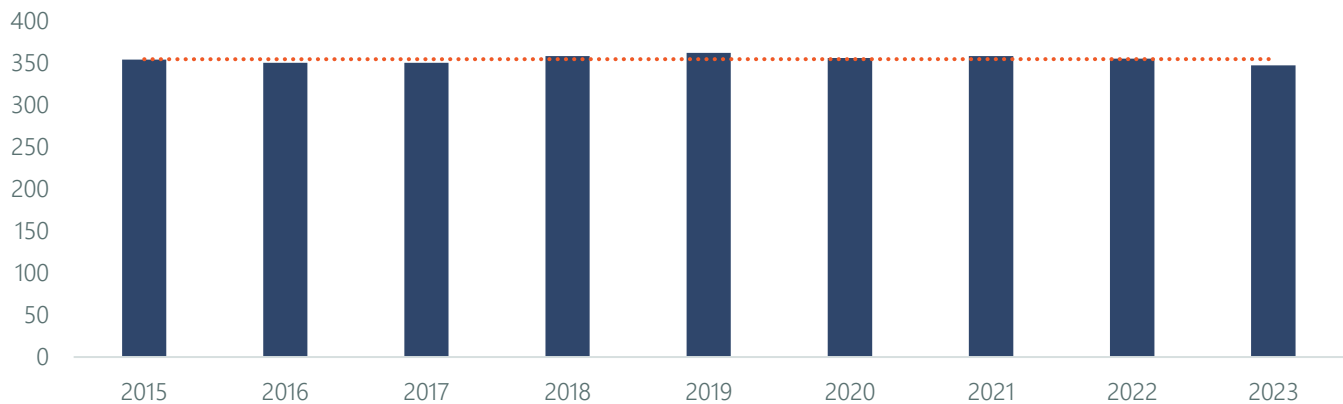
⁴³ Ontario Provincial Police (2023). 2023 OPP Municipal Policing Billing General information. Retrieved from <https://www.opp.ca/index.php?id=115&entryid=633ee1889780335c553f23c3>

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 billing model

Other Jurisdictional Research

A review of costs for the municipalities that OPP is currently policing was completed. The OPP provides data on the per property cost for the municipalities it polices going back to 2015. It indicates the average cost per property for OPP-policed municipalities in 2015 was \$354, decreasing to an estimated \$347 in 2023.

Figure 6: Cost per Property for OPP-Policed Municipalities (2015 – 2023)



Municipalities with both similar size and geography to West Grey were extracted from the OPP data to measure the same cost trend. Municipalities of similar population consist of sixteen (16) municipalities with populations ranging from approximately 11,151 – 14,814 and property counts of 4,371 to 10,497 compared to West Grey's estimated population of 13,131 and property count of 7,346 (2021). The OPP-policed municipalities in Grey County have a population range of 7,080 – 11,485 and a property count range of approximately 3,338 – 9,289.

Table 24: Municipalities Reviewed for Costs per Property

Similarly Populated Municipalities			
• The Nation	• West Nipissing	• Carleton Place	• Meaford
• Ingersoll	• Mississippi Mills	• Kincardine	• Elliot Lake
• Trent hills	• Clearview	• Brighton	• Norwich
• Thames Centre	• Severn	• Tiny	• Perth East
Other Municipalities in Grey County			
• The Blue Mountains	• Meaford	• Chatsworth	• Georgian Bluffs
• Grey Highlands	• Southgate		

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 since

2015. The average annual change in rate per property is -0.77% for similarly populated municipalities and -0.3% for OPP-policed municipalities in Grey County.

Figure 7: Average Annual Cost per Property for Selected Municipalities Policed by the OPP

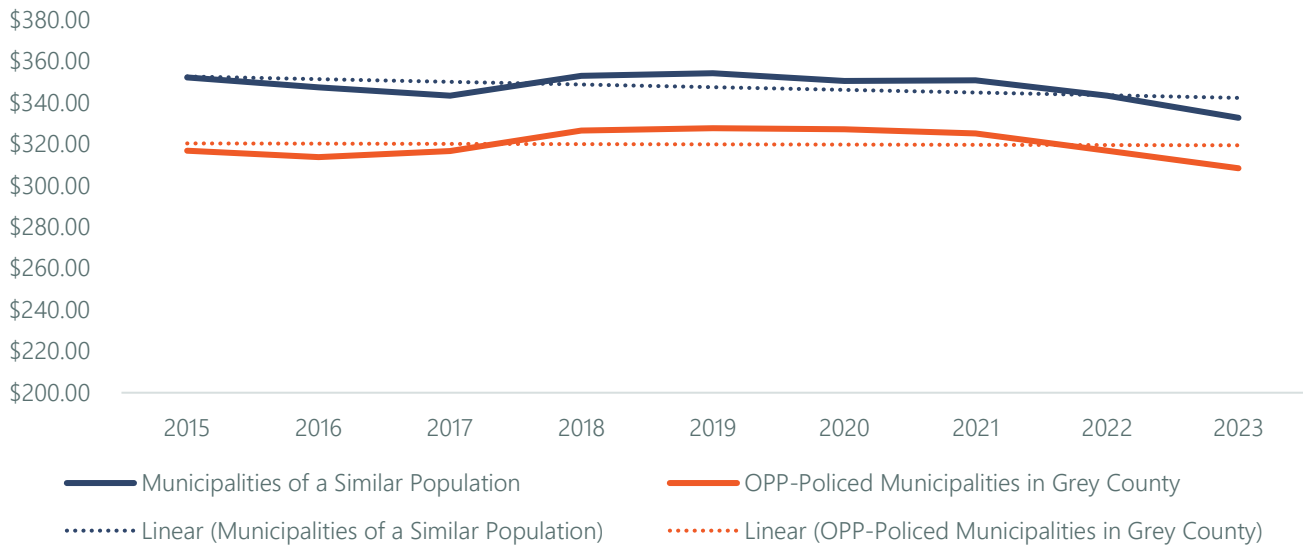


Table 25: Average Annual Cost Per Property for Selected Municipalities

	2015	2016	2017	2018	2019	2020	2021	2022 Estimate	2023 Estimate
Similarly Populated Municipalities	\$352.13	\$347.33	\$343.33	\$353.00	\$354.20	\$350.40	\$350.73	\$343.33	\$332.69
Other OPP-Policed Municipalities in Grey County	\$316.83	\$313.67	\$316.67	\$326.50	\$327.67	\$327.17	\$325.17	\$316.83	\$308.33

In comparison, West Grey's current cost per property, for the years in which data was collected for this exercise ranges from \$463.87 in 2018 to \$534.77 in 2021.

Table 26: WGPS Cost per Property (2018 - 2021)

	2018	2019	2020	2021
WGPS Cost per Property	\$463.87	\$486.78	\$483.18	\$534.77

Based on interviews and secondary research, a large determining factor as to whether municipalities switched to the OPP as their service provider was cost. Municipalities that have recently switched to the OPP that were interviewed for this study are still within their three-year contract window and have not entered the OPP Billing model where cost decreases are typically expected to occur. Midland has just entered the Billing Model phase of their transition and was contacted for this study; however, an interview was not able to be secured. OPP data shows that Midland's cost per property was estimated at \$588 per property in 2022 dropping to \$538 in 2023. According to a consultant report provided to Midland during their transition, pre-OPP costs were expected to be approximately \$4.716 million in 2018⁴⁴. The OPP estimate costs in 2023 to be approximately \$4.648 million in 2023.

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.^{45,46,47,48}

Sensitivity Analysis

The preceding financial analysis assumes that service demands do not change materially from the current state – particularly the volume of calls for service. That is, the model assumes no demand need for the WGPS to add resources and that the calls for service do not change in proportion to the total calls for service for other Ontario municipalities across the province. Although that is possible, it is more likely that calls for service are likely to change over time. As such, the following analysis endeavours to estimate the results of changes in calls for service.

Of note, calls for service is not the only parameter that drives service demands; however, it is a major component of the OPP billing model, and it is a commonly accepted driver of resource needs, and by extension, costs.

The OPP billing model has a built in mechanism to estimate the effect changes calls for service have on costs. The following subsections outline how similar cost changes were replicated for the WGPS.

WGPS's Calls for Service

WGPS provided historical calls for service data from 2018-2022. 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 police information requests, false alarms, and towed vehicles.

⁴⁴ <https://www.midland.ca/Shared%20Documents/Comparative%20Cost%20Summary%20MPS%20and%20OPP%20July%2021%202017.pdf>

⁴⁵ Your Midland. (2017). Orangeville's OPP Quote Is Higher but Mayor Says Not Worth Switching. Retrieved from <http://www.ourmidland.ca/news/police-service/orangevilles-opp-quote-higher-mayor-says-not-worth-switching-2017-02-18>

⁴⁶ Dyson, D. (2017). Brockville Police Not Going Anywhere; OPP Costing Proposal Too High. Retrieved from <https://www.myprescottnow.com/6383/brockville-police-not-going-anywhere-opp-costing-proposal-high/>

⁴⁷ Turl, J. (2015). No savings likely for North Bay converting to OPP say Sarnia's Mayor and Chief. Retrieved from <https://www.baytoday.ca/local-news/no-savings-likely-for-north-bay-converting-to-opp-say-sarnias-mayor-and-chief-80436>

⁴⁸ Your Midland. (2016). Smiths Falls Abandons OPP Costing Process. Retrieved from <http://www.ourmidland.ca/news/police-service/smiths-falls-abandons-opp-costing-process-2016-04-12>

West Grey's calls for service increased approximately 14% from 2018 to 2021 or approximately 4.6% annually.

Table 27: Municipality of West Grey's Annual Calls for Service for the WGPS

	2018	2019	2020	2021	2022
WGPS Calls for Service	3,398	3,769	3,761	3,874	4,052
% Change		10.9%	-0.2%	3.0%	-3.3%
Average Annual % Change	4.6%				

Costs Associated with WGPS's Calls for Service

WGPS indicated that from 2018-2022 the Chief of Police and Inspector did not typically respond to calls for service resulting in 20 of WGPS's uniform officers regularly responding to calls for service as of 2022. Two 4th class constables were added in 2022 (1 FTE was added to the table below), and a 3rd class constable was added in 2020 (0.5 FTE was added in 2020 below). Although there are more and more complex factors included in adding officers, based on the calculations below, the WGPS has been maintaining its available officers at a rate of approximately 200 calls for service per officer.

Table 28: Average Number of Calls for Service per Uniform Officer FTE

	2018	2019	2020	2021	2022
# of Uniform Officer FTEs	18	18	18.5	19	20
Calls for Service	3,398	3,769	3,761	3,874	4,052
Calls for Service per FTE	188	209	203	204	203
Average Calls for Service per FTE	201				

To determine cost increases for WGPS 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 200. That is, the number of officers is assumed to increase or decrease as calls for service increase, or decrease, within any model. An officer is assumed to be added when calls for service per officer reach more than 225 calls per officer annually. This reflects the OPP billing model where costs increase and decrease with calls for service.

The costs associated with additional FTEs include the addition of a Level Four Constable salary. The Constable salary was increased by 2.0% annually (the average annual rate calculated for WGPS's uniform officer salaries from 2018-2022) commensurate with the year the additional resource(s) would be added. Other expenses associated with a Fourth Class Constable (i.e., benefits, training etc.) were calculated as a percentage of the

annual salary based on the breakdown of these costs provided from 2018-2012 (30%). Uniform and equipment costs for new hires of \$5,442 per officer was utilized based upon the estimate provided by the OPP which includes uniforms and personal equipment including a portable radio. These costs were also increased by an annual rate of inflation (2%) depending on the year the resource is added.

The following table provides the annual results of this analysis based on the preceding assumptions and using a 2% call for growth rate as an example. Of note, the comparison is a 2% growth rate in calls for service in the WGPS model and a 2% growth rate in calls for service compared to other municipalities in Ontario policed by the OPP. The result is a cumulative difference over the term of the model of approximately \$6 million.

Table 29: Annual Estimated Costs of Each Policing Model at a 2% Annual Increase in Calls for Service

2% annual growth in calls for service	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
WGPS	\$0	\$4,417,000	\$4,383,000	\$4,450,000	\$4,566,000	\$4,842,000	\$4,979,000	\$5,109,000	\$5,421,000	\$5,784,000	\$5,764,000
OPP	\$2,319,000	\$4,619,000	\$4,779,000	\$4,998,000	\$3,948,000	\$4,096,000	\$4,251,000	\$4,415,000	\$4,588,000	\$4,770,000	\$4,962,000
Difference	\$(2,319,000)	\$(202,000)	\$(396,000)	\$(548,000)	\$618,000	\$746,000	\$728,000	\$694,000	\$833,000	\$1,014,000	\$802,000

2% annual growth in calls for service	Year 11	Year 12	Year 12	Year 14	Year 15	Total
WGPS	\$6,050,000	\$6,211,000	\$6,755,000	\$6,747,000	\$7,131,000	\$82,609,000
OPP	\$5,165,000	\$5,378,000	\$5,604,000	\$5,841,000	\$6,113,000	\$75,846,000
Difference	\$885,000	\$833,000	\$1,151,000	\$906,000	\$1,018,000	\$6,763,000

The following table provides the cumulative results and differences for both models across a spectrum of call for service increases from -1% to 5%.

Table 30: Cumulative Savings Across Multiple Calls for Service Scenarios

Assumed Annual Calls for Service Growth	-1%	0%	1%	2%	3%	4%	5%
Cumulative WGPS Cost (15 years)	\$76,666,000	\$77,455,000	\$78,431,000	\$82,609,000	\$87,685,000	\$92,528,000	\$94,554,000
Cumulative OPP Cost (15 years)	\$66,243,000	\$69,127,000	\$72,317,000	\$75,846,000	\$79,750,000	\$84,068,000	\$88,843,000
Difference	\$10,423,000	\$8,328,000	\$6,114,000	\$6,763,000	\$7,935,000	\$8,460,000	\$5,711,000

Based on the assumptions herein, the model predicts some variation in annual results depending on the timing of when officers get added in the WGPS model. It also indicates that more activity tends to decrease the difference between the two models. This is not to indicate that the analysis predicts that the OPP billing inherently cannot cost effectively deal with increases in calls for service. It does reflect, however, that the growth rates used to calculate the OPP costs are relatively high (2% salary growth for WGPS vs. 3.55% for OPP and a 6% overtime growth rate for OPP vs a 2% for WGPS). The model has also not utilized decreasing trends within the OPP cost model but held them constant. Therefore, the model is conservative in its OPP costs estimates which affects the above results accordingly.

Financial Summary

Table 31: Financial Summary

Financial Area	WGPS Policing Model	OPP Policing Model
Switching Costs	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> \$2,079,648
Initial 3-Year Costs	<ul style="list-style-type: none"> Year 1: \$4,416,932 Year 2: \$4,383,314 Year 3: \$4,450,173 <ul style="list-style-type: none"> Projection Rates: <ul style="list-style-type: none"> Salaries: 2.00% Other Expenses: 5.5% 	<ul style="list-style-type: none"> Year 1: \$4,618,804 Year 2: \$4,779,312 Year 3: \$4,997,792 <ul style="list-style-type: none"> Projection Rates: <ul style="list-style-type: none"> OPP Annual Operating 3.55% Inflation: 2% (Police Services Board)
Base Service Costs	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> \$1,234,074 (Year 4) <ul style="list-style-type: none"> Property rate growing at 0.28% annually Per property rate constant at \$165.66
Calls for Service Costs	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> Year 4: \$2,006,085 <ul style="list-style-type: none"> Projection Rates: <ul style="list-style-type: none"> OPP cost increase at 3.55%
Additional/Extra Service Costs	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> Overtime: \$177,222 (2017) <ul style="list-style-type: none"> Projection Rate: 6.0% Police Services Board: \$40,8000 (Year 1) <ul style="list-style-type: none"> Projection Rate: 2% Prisoner Transport: \$8,740 (Start Year 4) <ul style="list-style-type: none"> Property increases of 0.28% annually Per property rate consistent at \$1.17
Financial Projection	<ul style="list-style-type: none"> Total Cost during projection <ul style="list-style-type: none"> \$77,455,891 	<ul style="list-style-type: none"> Total Cost During Projection <ul style="list-style-type: none"> \$69,125,788 Payback Period – 7.0 years

4 Summary

Service

Based upon information garnered from interviews, research, and data analysis, it appears that regardless of the policing model chosen by the Municipality of West Grey, the Municipality would continue to receive a strong level and standard of service into the future. Members of the West Grey community are very satisfied with the service currently being provided by the WGPS. WGPS's focus on community policing is evident in the dedicated and enthusiastic role current officers play in the community. With a keen understanding of the community it serves, and dedicated staff who are well-trained and collaborative, the WGPS is considered to be strong community safety and well-being service provider and partner within the Municipality of West Grey.

WGPS currently enjoys a strong relationship with the OPP and the services are reported to work well together within their respective roles. This collaborative behaviour is common with neighbouring police services and reflects the passion that these individuals have for community safety regardless of the police service they belong to. Through interviews with both WGPS and OPP, members are committed to community safety and have a collaborative relationship that would continue regardless of the policing model.

Interviews and other jurisdictional research discussed the breadth and depth of resources that the OPP could offer the Municipality of West Grey should the Municipality 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 Municipality of West Grey 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 from municipalities that have recently adopted the OPP model 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 WGPS and the OPP.

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

Governance

Through review of information provided in interviews with members of the OPP, WGPS, Police Services Board, Municipality of West Grey and other jurisdictions who have transitioned to the OPP model, it appears that the governance structure overall would not change drastically should the Municipality decide to accept the OPP Contract Policing Proposal. However, what is clear is that the direct responsibilities and oversight afforded the Police Services Board under the municipal model, become more advisory and communicative in nature within the OPP model. For example, where the Chief of Police directly reports to the PSB in the municipal model the PSB can provide input into the selection of and provide input into the performance of the Detachment Commander, both of which may not necessarily have direct influence over either.

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 total cost of the WGPS policing model is estimated to be approximately \$77,456,000 from years 1 – 15, whereas the cost of the OPP policing model is estimated to be approximately \$69,126,000 over the same period. Should the Municipality accept the OPP Contract Policing Proposal, and based upon the assumptions provided herein, they can expect to recoup their initial investment in approximately 7.0 years.

5 Appendices

Appendix 1. Evaluation Framework

Areas for Comparison	Comparators	Method/Data Source
1. Service	<ul style="list-style-type: none"> 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 	<p>Document and Data Review</p> <ul style="list-style-type: none"> Other Jurisdictional Research OPP Costing Proposal Presentation 2019 - 2023 OPP Municipal Policing Billing General Information Organizational Charts OPP Annual Reports OPP Annual Reports <p>Stakeholder Interviews/Group Interviews</p> <ul style="list-style-type: none"> Ontario Provincial Police West Grey Police Service Municipality of West Grey West Grey Regional Health Centre West Grey Fire Service Bluewater District School Board – Public and Separate Chamber of Commerce Other Jurisdictions
2. Governance	<ul style="list-style-type: none"> How key decisions are made: <ul style="list-style-type: none"> Setting objectives, priorities, and goals of the policing program 	<p>Document and Data Review</p> <ul style="list-style-type: none"> OPP Costing Proposal Presentation Annual Reports Other Jurisdictional Research

Areas for Comparison	• Comparators	• Method/Data Source
	<ul style="list-style-type: none"> ○ Input into the activities performed by the policing program ○ Determining the level of policing services provided by the policing program • Level of Police Services Board Input • Flexibility • Control • Autonomy • Consultation Methodology • Internal Reviews • Risk and Liability 	<p>Stakeholder Interviews/Group Interviews</p> <ul style="list-style-type: none"> • Municipality of West Grey Police Services Board • Ontario Provincial Police • West Grey Police Service • Other Jurisdictions
<p>3. Financial</p>	<ul style="list-style-type: none"> • Number of Calls for Service • Call Types (definitions) • At what point would WGPS need to increase number of employees • WGPS Disbandment Costs (i.e., 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 	<p>Document and Data Review</p> <ul style="list-style-type: none"> • 2019 - 2023 OPP Municipal Policing Billing General Information • OPP Website – Billing Model • Other Jurisdictional Research • OPP Costing Proposal Presentation • Annual Reports • Calls for Service Estimates • WGPS Disbandment Estimate (Current Agreement and Arbitration Award) <p>Stakeholder Interviews/Group Interviews</p> <ul style="list-style-type: none"> • Municipality of West Grey Treasurer • OPP Municipal Policing Bureau • WGPS Administration • Other Jurisdictions

Appendix 2. Complete List of Services Provided by WGPS and OPP

Services	OPP Model	WGPS Model	OPP Currently Provides Municipality (No Extra Cost)
24 Hour Proactive and Reactive Policing	X	X	
Aboriginal Policing Services	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)	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	

Services	OPP Model	WGPS Model	OPP Currently Provides Municipality (No Extra Cost)
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
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	X	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	

Services	OPP Model	WGPS Model	OPP Currently Provides Municipality (No Extra Cost)
Reduce Impaired Driving Everywhere (R.I.D.E.)	X	X	X
School Resource Officer		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 3. Initial Uniform, Equipment and Vehicle Costs

Uniform, Equipment and Vehicle	Quantity	Unit Price	Total Price
Uniform and equipment - non-commissioned	22	\$4,393	\$96,654
Uniform and equipment - court officer	1	\$3,457	\$3,457
Use of force equipment & initial training - uniform	22	\$2,016	\$44,352
Taser	11	\$1,151	\$12,659
Taser Training	22	\$382	\$8,395
Non-firearms use of force equipment costs - court officer - 1 baton 26 & 1 set handcuffs	1	\$186	\$186
C8a2 close quarter battle carbine per vehicle	7	\$2,185	\$15,295
Handcuffs oversized	1	\$47	\$47
Handcuffs hinged	2	\$38	\$77
Leg irons	3	\$47	\$141
Chain waist belt	2	\$70	\$141
Mobile radio package opp-2 with repeater incl. initial installation	7	\$44,229	\$309,605
Portable radio	22	\$863	\$18,986
Dragon eye technologies speed lidar handheld laser	1	\$2,695	\$2,695
Decatur genesis ii select dual antenna radar moving radar	3	\$3,051	\$9,153
Kustom falcon hr stationary handheld radar	2	\$1,360	\$2,720
Dräger 6810 glc alcohol screening device	7	\$525	\$3,675
Total Uniform, Equipment and Vehicle Costs			\$619,945

Appendix 4. Other Initial Costs

Other Initial Costs	
Human Resource Assistance	\$100,000
Records and Information Management	\$25,000
Legal and communications fees	\$65,000
Total	

Appendix 5. Initial 3(+)-Year Costs

	Positions	\$/FTE	\$	Sub-Totals	Total
Uniform Members					
Inspector	0.17	\$165,275	\$28,097		
Staff Sergeant	0.34	\$139,615	\$47,469		
Sergeant	3	\$125,157	\$375,471		
Constable	17	\$106,938	\$1,817,946		
Uniform Position (Rank to be determined)	2	\$106,938	\$213,876		
Total Uniform Salaries	22.51			\$2,592,400	
Overtime (Prov. Average of 5.41% + 2% Benefit Rate)				\$137,009	
Statutory Holiday Payout		\$4,030		\$90,715	
Shift Premiums (uniform members Sergeant and below)		\$1,076		\$23,672	
Uniform Benefits - Commissioned (28.75%)				\$8,078	
Uniform Benefits - Non-Commissioned (31.51%)				\$773,496	
Total Uniform Salaries & Benefits					\$3,515,829
Court Officer (Administration)	1	\$67,788	\$67,788		
Detachment Administrative Clerk	1	\$66,976	\$66,976		
Total Detachment Civilian Salaries				\$134,764	
Civilian Benefits (32.17%)				\$43,354	
Total Detachment Civilian Salaries & Benefits					\$178,118
Support Staff Salaries and Benefits (Cost per uniformed member)		\$/FTE			
Communication Operators		\$6,832		\$153,788	

	Positions	\$/FTE	\$	Sub-Totals	Total
Prisoner Guards		\$2,016		\$45,380	
Operational Support		\$5,154		\$116,017	
RHQ Municipal Support		\$2,720		\$61,227	
Telephone Support		\$119		\$2,679	
Office Automation Support		\$673		\$15,149	
Mobile and Portable Radio Support		\$312		\$7,023	
Total Support Staff Salaries and Benefits Costs					\$401,263
Other Direct Operating Expenses (Cost per uniformed member)					
Communication Centre		\$178		\$4,007	
Operational Support		\$802		\$18,053	
RHQ Municipal Support		\$118		\$2,656	
Telephone		\$1,615		\$36,354	
Mobile Radio Equipment Repairs & Maintenance		\$39		\$878	
Office Automation - Uniform		\$2,545		\$57,288	
Office Automation - Civilian		\$1,778		\$3,556	
Vehicle Usage		\$6,163		\$138,729	
Detachment Supplies & Equipment		\$456		\$10,265	
Accommodation & Cleaning Services		\$1,257			
Uniform & Equipment		\$2,178		\$49,027	
Uniform & Equipment - Court Officer		\$920		\$920	
Total Other Direct Operating Expenses					\$321,732

	Positions	\$/FTE	\$	Sub-Totals	Total
Uniform & Equipment Year-One Adjustment					-\$48,836
Estimated 2022 Annual Policing Costs					\$4,368,105

Appendix 6. Police Service Board Costs

	2018	2019	2020	2021	2022 (Budget)	2023 (Budget)
Police Commission Miscellaneous	621	410	254	778	1,000	1,000
Police Commission Memberships	1,383	3,142	250	1,464	1,500	
Police Commission Mileage/Meals	1,635	935	161	-	1,500	1,500
Police Board Conference Fees	4,372	1,215	481	1,370	3,500	1,500
Police Commission Consultant/Legal	84,608	185,233	33,528	30,131	40,000	3,500
Total	92,619	190,935	34,673	33,743	47,500	40,000
Average	\$87,993					

Assumptions:

- The 2023 budget of \$40,000 was used as the financial model's starting point
- Police service board costs will increase at the rate of inflation (2%) and be accounted for in both the OPP and WGPS financial models

Appendix 7. Financial Projection Summary

Year	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
WGPS	Salaries and Wages	\$2,801,348	\$2,857,375	\$2,914,523	\$2,972,813	\$3,032,270	\$3,092,915	\$3,154,773	\$3,217,869	\$3,282,226	\$3,347,871	\$3,414,828	\$3,335,989	\$3,402,709	\$3,470,763	\$3,540,178
	Benefits	\$840,405	\$857,213	\$874,357	\$891,844	\$909,681	\$927,874	\$946,432	\$965,361	\$984,668	\$1,004,361	\$1,024,448	\$1,000,797	\$1,020,813	\$1,041,229	\$1,062,054
	Non-Salary Expenses	\$610,541	\$644,121	\$679,548	\$716,923	\$756,353	\$797,953	\$841,840	\$888,142	\$936,989	\$988,524	\$1,042,892	\$1,100,252	\$1,160,765	\$1,224,608	\$1,291,961
	Police service utilities & building maintenance	\$13,000	\$13,461	\$13,939	\$14,433	\$14,946	\$15,476	\$16,025	\$16,594	\$17,182	\$17,792	\$18,423	\$19,077	\$19,754	\$20,455	\$21,181
	Revenue	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309	-\$155,309
	Police Services Board	\$40,800	\$41,616	\$42,448	\$43,297	\$44,163	\$45,046	\$45,947	\$46,866	\$47,804	\$48,760	\$49,735	\$50,730	\$51,744	\$52,779	\$53,835
	Capital and Equipment	\$244,147	\$102,598	\$58,192	\$59,356	\$217,088	\$61,754	\$62,989	\$64,250	\$286,059	\$120,214	\$68,186	\$69,551	\$254,361	\$72,364	\$73,812
	TOTAL	\$0	\$4,394,932	\$4,361,076	\$4,427,698	\$4,543,358	\$4,819,192	\$4,785,710	\$4,912,698	\$5,043,772	\$5,399,620	\$5,372,212	\$5,463,205	\$5,421,087	\$5,754,838	\$5,887,712
OPP	Estimated Annual Policing Costs (Initial 3-Year Period)	\$0	\$4,368,104	\$4,523,096	\$4,735,950	-	-	-	-	-	-	-	-	-	-	-
	Uniform, Equipment and Vehicle Initial Costs	\$619,944	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Other Initial Costs	\$190,000	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Severance Costs	\$1,434,018	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Base Service Costs	\$0	-	-	-	\$1,234,074	\$1,237,529	\$1,240,995	\$1,244,470	\$1,247,955	\$1,251,450	\$1,254,955	\$1,258,469	\$1,261,993	\$1,265,527	\$1,269,071
	Calls for Service Costs	\$0	-	-	-	\$2,006,085	\$2,056,493	\$2,108,168	\$2,161,141	\$2,215,445	\$2,271,114	\$2,328,182	\$2,386,683	\$2,446,655	\$2,508,133	\$2,571,156
	Overtime	\$0	-	-	-	\$177,222	\$188,378	\$200,236	\$212,841	\$226,239	\$240,481	\$255,620	\$271,711	\$288,815	\$306,996	\$326,321
	Police Service Board	\$0	\$40,800	\$41,616	\$42,448	\$43,297	\$44,163	\$45,046	\$45,947	\$46,866	\$47,804	\$48,760	\$49,735	\$50,730	\$51,744	\$52,779
	Prisoner Transport	\$0	-	-	-	\$8,740	\$8,765	\$8,789	\$8,814	\$8,839	\$8,863	\$8,888	\$8,913	\$8,938	\$8,963	\$8,988
	Accommodations and Cleaning	\$0	\$35,000	\$35,700	\$36,414	\$37,142	\$37,885	\$38,643	\$39,416	\$40,204	\$41,008	\$41,828	\$42,665	\$43,518	\$44,388	\$45,276
	Increased By-Law Services	\$75,000	\$200,000	\$204,000	\$208,080	\$212,242	\$216,486	\$220,816	\$225,232	\$229,737	\$234,332	\$239,019	\$243,799	\$248,675	\$253,648	\$258,721
	Police service utilities & building maintenance	\$0	\$13,000	\$13,461	\$13,939	\$14,433	\$14,946	\$15,476	\$16,025	\$16,594	\$17,182	\$17,792	\$18,423	\$19,077	\$19,754	\$20,455
	Revenue	\$0	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100	-\$25,100
	TOTAL	\$2,318,962	\$4,631,804	\$4,792,774	\$5,011,731	\$3,708,135	\$3,779,546	\$3,853,070	\$3,928,787	\$4,006,780	\$4,087,135	\$4,169,943	\$4,255,298	\$4,343,301	\$4,434,054	\$4,527,669

