

RECONSTITUTION OF A MUNICIPAL POLICE SERVICE FOR THE TOWN OF ARNPRIOR

**MPM Consulting
Hodgson Associates**

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INTRODUCTION:

In 1985 the Town of Arnprior abolished its police service, which had eight (8) uniformed members, in order to obtain contract policing from the Ontario Provincial Police. The original contract was for a five (5) year term as were the next three (3). By the conclusion of the fourth contract, the uniformed complement stood at fourteen (14) and council was advised by the Ontario Provincial Police that the continuation of a "stand alone" detachment would require eighteen (18) uniformed staff, and a significant increase in costs.

The final contract expired on March 31st, 2005 and the Town has been unable to negotiate a new contract with the Ontario Provincial Police. Although Arnprior is still policed by the Ontario Provincial Police it is on a non-contractual basis as provided for in Section 5.1(1) of the Police Services Act of Ontario.

An independent assessment of the policing needs in Arnprior, which was finalized by MPM Consulting on June 12th, 2006, concluded that only seven (7) officer years were required to respond adequately to the current workload in the Town. This evaluation was based on the operational data provided by the Ontario Provincial Police and on the formula used by the Ontario Provincial Police when it estimates the potential policing costs for a municipality being policed by a municipal police service.

As a consequence of the report and the unwillingness or the inability of the Ontario Provincial Police to justify its request for additional staff resources, the municipal council in Arnprior requested that the consultants provide a cost estimate for re-establishing a municipal police service in Arnprior.

METHODOLOGY:

The Consultants prepared a proposal for Council which is attached as Appendix "A". On July 23rd, 2007 they met with Council members to discuss the proposal and receive input pertaining to the project. The Consultants contacted a number of smaller police services in Ontario to obtain organizational, administrative, operational and financial information to use as reference points for the study.

The Police Services contacted were:

<u>Name of Municipality</u>	<u>Approx. Population (000's)</u>	<u>Uniform Staff Level</u>	
		<u>Full Time</u>	<u>Part Time</u>
Deep River	4,200.0	8	-
Aylmer	7,600.0	10	2
Hanover	7,200.0	12	1
West Grey	11,100.0	12	1
Perth	6,400.0	15	-
Saugeen Shores	11,900.0	16	3
Pembroke	13,800.0	28	-
Port Hope	12,500.0	28	1
Arnprior	7,200.0	14	1.5

Normally two of the major considerations in a costing exercise such as this would involve projecting accommodation costs, and those pertaining to civilian salaries and benefits. Because the Town of Arnprior owns and maintains the police building and provides all civilian support, they were not issues for this document.

The one significant practical consideration outstanding was the method and cost for radio dispatch and communications. Preliminary research indicated that three local police services were technically capable of providing effective dispatch services to Arnprior. These include the police services in Pembroke, Perth and Smiths Falls. The Ontario Provincial Police and the Ottawa Police Service were not asked to provide information with respect to communications.

In 2007 the Deep River Police Service began to receive dispatch service from the Pembroke Police so the Consultants spoke to the senior administration in both these municipalities to assess its effectiveness. They also spoke to Charles Mills, the representative from Glentel (Time MCI) who provides technical advice and equipment to all of the nearby police services contacted by the Consultants. He was asked to provide cost estimates for the acquisition and installation of the necessary equipment in Arnprior.

PROPOSED STRUCTURE:

On October 1st, 2007 the Consultants met with Municipal Council to discuss organizational options for the municipal service. Although the current workload requires only seven (7) officer years for an adequate response, other supervisory, health and safety, and staffing considerations suggest the need for a complement in excess of seven (7). After lengthy review of the options outlined and the policing requirements of the community, Council requested that the Consultants prepare a cost estimate for fourteen (14) uniformed staff which would include:

- Chief of Police (1)
- Inspector (1)
- Sergeants (2)
- Constables (10)

These staff would be organized into two (2) platoons as outlined in the organization chart contained in Appendix "B" of this document.

At the beginning of the last contract with the Ontario Provincial Police, the complement had been increased by two (2) officers for a total of fourteen (14) on the understanding that this would allow for twenty-four (24) hour uniform patrol coverage. Council identified to the Consultants that, with this level of uniformed staffing the community had been adequately served. In fact, on numerous occasions the Ontario Provincial Police provided fewer than the full complement for extended periods of time with no discernable effect on public safety and no dramatic increase in overtime usage. An examination of the final billing for Ontario Provincial Police policing in 2007 indicates that Arnprior was billed for the equivalent of just over eleven (11) officer years.

With respect to the proposed organization chart, the Consultants costed out fourteen (14) full time positions. In reality some of these positions could possibly be filled using part-time officers to provide greater flexibility with respect to shift coverage. The proposed staff level is based on other smaller municipal police services, and with four (4) supervisory staff, it provides twice the number of supervisors as was used by the Ontario Provincial Police. All of these senior staff would be expected to participate in operational duties as well as fulfilling their administrative responsibilities.

Senior staff would be expected to arrange their working hours to maximize coverage. For example, the Chief of Police and Inspector would work slightly different shifts during the week. As well, they would be expected to be available on call back for serious occurrences, although experience in other smaller municipalities suggests that the need for call backs is quite rare. Additional back-

up can be provided through negotiated agreements with other nearby police services.

COST SUMMARY

ANNUAL COSTS

- The Annual Estimated Cost for Police Service Provision* is:

a) Salaries	\$1,150,580	
b) Benefits	252,500	
c) Operating Costs	<u>252,000</u>	
		\$1,655,080

- The Estimated Potential Annual Revenue is: \$ 12,000

- The Estimated Net Annual Policing Cost is: \$1,643,080

- The Estimated One-time Costs for Creating a Municipal Police Service is: \$ 394,700

*Exclusive of the annual cost of the Police Services Board which is estimated at between \$21,000.00 and \$27,065.00.

METHODOLOGY FOR CREATING A NEW POLICE SERVICE:

The creation of a new police service would require a number of distinct but highly interrelated activities. These are described here as steps in a process that are listed in chronological order. It must be realized that there would be overlap between the various steps, particularly the closer it gets to the date when the new municipal police service would assume policing responsibility in Arnprior.

Step One: Create a Police Services Board

Under Section 27.(1) of the Police Services Act, a municipal police services must be governed by a police services board. Arnprior had a board when it was under contract to the Ontario Provincial Police but this no longer exists, and, in fact, its authority and responsibility was miniscule when compared to a board which governs a municipal police service.

The board would be created by a resolution of Council. For a municipality with a population less than 25,000 the board need only have three (3) members; the Mayor or other council member, a municipal representative appointed by council who is neither a council member or municipal employee, and a person appointed by the Province of Ontario. The Police Services Act allows a municipality to opt for a five (5) member board which would add a council member and another Provincial appointee to the original three (3) representatives. This is the option recommended by the Consultants. Although it creates some additional costs, the five (5) member board allows greater flexibility with respect to delegation of tasks, and provides better opportunity to consistently acquire quorums needed to conduct board business.

On a practical level it normally takes the Province a considerable amount of time to identify its appointees. The municipality should request that the Provincial members be appointed for different durations so that they do not have their appointments terminate at the same time. For the purpose of creating a functional board, the time frame can be prompt inasmuch as Council supplies three (3) of the five (5) members and, if all are in attendance, they represent the quorum necessary to conduct board business.

The Board is required to develop policies for its operation and for its police oversight responsibility. These policies can be readily adapted from those developed by Boards in similarly sized municipalities which maintain a municipal police service. The budget estimate contained in this document includes funding for civilian support for the Board so duties such as the acquisition of policy documents can be delegated to the support staff.

Step Two: Transitional Arrangements

The board would need to liaise with the Ontario Provincial Police in order to facilitate a smooth transition to municipal policing. This would require a detailed assessment of the property and equipment that would be obtained from the Ontario Provincial Police for the new police service. In lieu of a suitable settlement, the board and council would need to contact the Ministry to request "one-time" funding to assist with the creation of the new police service.

Step Three: Selection of Chief of Police

This is the key operational and administrative position in the organization and consequently, the hiring of a Chief of Police is the most important function the new Police Services Board would undertake. The Board members need to thoroughly identify the qualities that they require in this individual. In a smaller municipality, the Chief functions as a Chief Constable as well as the C.E.O. Administrative expertise is essential but a thorough knowledge of all aspects of operational policing gained through extensive experience is also necessary. The Board may wish to limit the tenure of the new chief so that he or she understands that the primary role is to establish the new organization, ensure it functions well and, perhaps, implement a succession plan. This type of role would be of particular interest to someone recently retired from the senior command of a municipal police service who understands the challenges of the position as well as the Chief's role vis a vis the Board. To expedite the process, Chiefs of Police in Eastern Ontario could be asked to recommend candidates that they think meet the qualifications established by Council and the Board.

With respect to the process of hiring, other municipalities that have undertaken this obligation and hired successfully can be contacted to identify the process they undertook and the characteristics they identified as essential or desirable. In addition, there are a number of private consultants who have administered chief selection processes for Ontario Police Services.

Step Four: Structuring the Organization

Working with the Board, the Chief would establish selection criteria and job descriptions for the Inspector, Sergeant and Constable positions. He or she would hire the Inspector as quickly as possible in order to have knowledgeable assistance with the remainder of the hiring and purchasing required to create a new entity. Templates for these positions are available from other similar sized police organizations.

As with the Board, the new police service could create new policies and procedures as required by the Police Services Act and its' Regulations by adapting those of another similar sized municipal police service. Similarly, the Chief could adapt administrative and operational procedures such as shift schedules, from other police agencies.

The Chief of Police would need to formalize shared service agreements with the Ontario Provincial Police and other nearby municipal police services. The Ontario Provincial Police have a relatively standardized agreement which they have used with many, if not all of the smaller municipal police services. As well, for activities such as training, agreements with other local police services can provide fiscally sound, mutually beneficial situations. Although the Ontario Provincial Police provide many specialized services at no cost, some emergency services, such as a tactical unit, could be more readily accessed if Arnprior entered into an agreement with the Ottawa Police Service.

Step Five: Communications

The Board would need to enter into an agreement with a nearby police service to provide dispatch services. Once this is finalized, the required equipment can be acquired through purchase or lease. The company from which the equipment is purchased would be responsible for installation and maintenance. The police building could be equipped with a telephone on the outside that is directly linked to the dispatch centre so that members of the public attending the building after hours can get immediate attention.

Step Six: Vehicles and Equipment

Before the uniformed staff can begin policing they must be fully equipped to the standards established by the Province. The Ontario Association of Chiefs of Police has established a purchasing co-operative whereby all required equipment can be acquired. It is operated by members of the larger municipal police services and all equipment meets or exceeds provincial standards. Although the co-operative does not purchase highly specialized equipment, many of the estimates contained in this paper are based on the data provided by representatives of the co-operative.

Step Seven: Training

It is expected that most, if not all, of the hires will have police experience but there still may be a need to provide training on items such as firearms or batons that differ from those with which they are familiar. All officers would be generalists and the proposed budget emphasizes funding for mandatory and optional training. The senior officers would need to develop a thorough assessment of the training

needs for the officers who are recruited, and present a long term training plan for Board approval.

ADVANTAGES AND DISADVANTAGES

1. Advantages:

There are many advantages that a municipal police service brings. Primarily amongst this is that the police service has a single focus, the safety and protection of the residents of Arnprior. They have no obligation to law enforcement in other municipalities or provincial jurisdictions. Consequently, the police service and its members are more fully accountable to the Town through the Police Services Board.

Another fundamental advantage is the level of oversight and accountability that local representatives exert over a municipal police service. The Police Services Act clearly outlines the role, responsibilities and activities of a municipal police services board. It is these local representatives that will approve the policies of the police service and establish the corporate goals and objectives. If the Board requests information from the Chief, it will be provided. All pertinent financial and administrative information is available to the Board and, under the authority of the Police Services Act, it is the Board that is responsible for the Business Plan.

Budgeting is a process undertaken by the Board and Council. There can be no arbitrary, unsubstantiated demands. In addition, the police service is subjected to audits performed by municipal staff or the auditors hired by the Town. Unlike the Ontario Provincial Police, a municipal police service is also a subject to audits undertaken, at no cost to the municipality, by the Ministry of Community Safety and Correctional Services. These audits can be initiated by the Ministry or at the request of the police service or the police services board. The Ministry staff can focus on financial information but also have the authority to review and assess any aspect of the administration or operation of the police service.

At an operational level, the police will provide adequate and effective policing as required by the Police Services Act. With the proposed staffing level, it will be possible to go beyond these minimal standards to provide an enhanced service. The members of the organization will join the police service for two primary reasons:

- The Town provides the type of policing they prefer
- It provides the type of environment that they, and their families, prefer to live in.

This normally results in a low attrition rate in smaller municipalities such as Arnprior.

Purchasing for the police will be done locally to the extent possible and in a small way assist the local economy.

2. Disadvantages:

Along with the additional authorities enjoyed by the Board are a number of further responsibilities. The hiring of a Chief of Police can be an onerous task as it is so key to successful implementation. A significant problem for many municipalities occurs when they lose confidence in the Chief of Police. To discharge a chief who is under contract can be an antagonistic and expensive experience. In fact, it is the opinion of the Consultants that this has been a significant factor for some municipalities that decided to disband their municipal police services.

The number and variety of duties that a Board undertakes requires a significant time commitment from all of its members. As stated earlier, a police services board which oversees a municipal police service has much greater authority but also much greater responsibility than one administering an Ontario Provincial Police contract. Contract negotiations and, other interactions, with the police association can become adversarial and unpleasant.

Conflict can develop between a Council and its Board over differing priorities with respect to service delivery or costs. Appendix "D" provides a brief overview of the respective roles of the Council, Board and Chief. Traditionally, the main area of contention pertained to police budgets and costs. While Council is responsible to the tax payers, the Board can be focused on service delivery. The Police Services Act provides a resolution mechanism for budget disputes that requires the intervention of the Ontario Civilian Commission on Police Services. In the past, this has rarely been required but when the hearings have been held, the Board were better prepared and more successful.

The potential for irresolvable disagreement between the Council and Board has been decreased by amendments to the Police Services Act. Historically, the majority of Board members were provincial appointees. Current Boards have equal representation between Council members and provincial appointees. Council influence has been enhanced as it appoints an additional community representative as a Board member.

APPENDIX "A"

PROPOSAL

TO THE ARNPRIOR MUNICIPAL
COUNCIL

FOR THE PREPARATION OF A
DESCRIPTION AND COST
ESTIMATE

FOR

THE RECONSTITUTION OF A
MUNICIPAL POLICE SERVICE

JOINT SUBMISSION FROM:

MPM CONSULTING AND HODGSON ASSOCIATES

GUIDING PRINCIPALS

1. The consultants will complete the assignment within budget to the satisfaction of the Arnprior Municipal Council.
2. The consultants understand that they will be subject to Council's directions during all phases of the assignment and will work in close cooperation with the municipal staff designated by Council.
3. All work undertaken by the consultants, including reports and other documentation, will be confidential unless Council decides the information should be released.
4. Although MPM Consulting will be responsible for administering the contract on behalf of both consultants, in all other aspects of the assignment the two consultants will be equal partners fully conversant with all components of the project.

PROCESS

ONE..... The consultants would first meet with Council to discuss the proposal, and respond to questions or comments from councillors so that the proposal can be finalized in a manner which reflects any amendments, additions or deletions recommended by Council.

TWO..... Smaller Police Services in the Province, such as those in Perth, West Grey, Hanover and Aylmer, would be contacted in order to assess how they are structured, how they schedule their staff, and what their communications systems entail. As well, their financial reports would be examined to use as templates for the project.

THREE..... Local Police Services, such as those in Ottawa and Pembroke, would be contacted to determine the possibility of shared service for elements such as radio communications and training. The cost estimates provided for these types of services would be included in the final budget estimate for the proposed Police Service.

FOUR..... Based on the workload analysis previously prepared by MPM Consulting, information arising from the research undertaken by the consultants, and the data provided by other police services, the consultants would define the proposed police organization, describe how it would operate and provide a detailed financial estimate of the initial start up costs, and the annual ongoing costs.

FIVE..... The consultants would submit a draft report to Council for the review and input of Council members. This feedback would be provided to the consultants during a meeting with Council. This document would contain a detailed assessment of the possible benefits and the potential liabilities, both operational and financial, of the reestablishment of a municipal police service in Arnprior. It would also include a practical description of a process that could be followed in order to create this type of organization.

SIX..... Based on the input received during the meeting with Council the consultants would amend the draft document so it can be submitted as the Final Report. The consultants accept that the amendments required by Council might require further research and documentation.

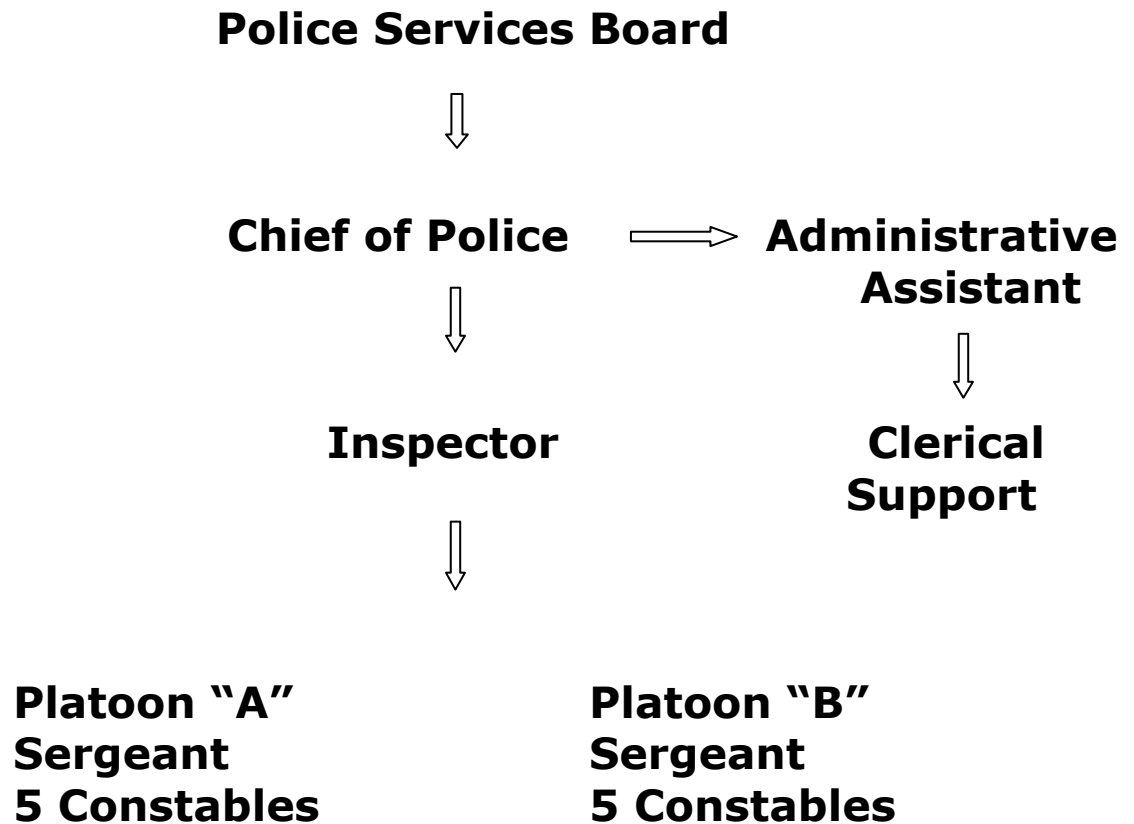
FINAL REPORT

All activities undertaken by the consultants would be directed towards the development of a comprehensive description of a municipal police service for Arnprior. The Final Report would include a detailed cost estimate that would provide a clear understanding of the annual fiscal requirements for the police service. This would begin with the definition of an organizational structure for the proposed police service that identifies all uniformed and civilian positions required to adequately staff it. The consultants would provide a description of the type of duties which would be assigned to each of the indentified positions. This component would be completed in the context of a draft organization chart. If the consultants feel it is valuable, or Council wishes to consider alternatives, one or more options would be developed by the consultants.

The budget estimate would be provided in the same line item breakdown format used by similarly sized municipal police services. It would identify all operational costs using well documented estimates based on the experience of other organizations or provincial averages. Revenue items would be identified separately as would be costs associated with the mandatory police services board. All one-time costs associated with the creation of the new organization, including the acquisition of equipment such as uniforms and firearms, would be identified separately. In situations, such as vehicle acquisition, where leasing may be more practical than purchasing, these costs would be identified.

APPENDIX "B"

Option One – Fourteen Uniformed Staff



APPENDIX "C"

DETAILED COST ESTIMATE

POLICE SERVICE BOARD COSTS

Compulsory Fees for Board Members		
	5 @ \$1,000.00 per year	\$ 5,000.00
Secretarial Assistance	10 meetings @ \$100.00	1,000.00
Professional Services		<u>15,000.00</u>
	Sub-total	\$21,000.00
Training (Optional)*		
	OAPSB Services 5 @ \$410.00	2,050.00
	Study Guides (5 Modules)	525.00
Membership and Conferences		
	OAPSB	970.00
	OAPSB Conference 2 @ \$410.00	820.00
	Travel	800.00
	Accommodation	700.00
	Meals	<u>200.00</u>
	TOTAL	<u>\$27,065.00</u>

*Some of this training can be provided at no cost by staff from the Ministry of Community Safety and Correctional Services.

SALARIES

Chief	1 @	\$100,000	\$ 100,000
Inspector	1 @	90,000	90,000
Sergeants	2 @	82,000	164,000
Constables	10 @	73,000	<u>730,000</u>
		Sub-total	\$1,084,000

OTHER PAYROLL

Overtime	(7% of a Sgt. & Const. Salaries)	62,580
Shift Premium		4,000
Service Pay		<u>-----</u>
	Sub-total	\$ 66,580

TOTAL **\$1,150,580**

BENEFITS

Employee Health Tax	\$ 21,000
C.P.P.	29,000
U.I	13,000
O.M.E.R.S.	84,000
Workers Compensation	6,000
Employee Assistance Program	2,500
Extended Health Care	38,000
Vision Care Plan	3,000
Life Insurance	9,000
Long Term Disability	26,000

Short Term Disability	5,000
Dental Plan	<u>16,000</u>
TOTAL	<u>\$ 252,500</u> = 23.3% of Salary Budget

OTHER OPERATING COSTS

VEHICLES

Gas	20,000 litres @ \$1.50/litre	\$ 30,000
Maintenance		12,000
Licenses		400
Insurance		4,000
Other Vehicles		
- Mileage Costs		<u>1,000</u>
	Sub-Total	<u>\$ 47,400</u>

UNIFORMS

Uniforms & Equipment	\$ ---
Ammunition – Sidearms and specialized weapons	2,000
Clothing Allowance	---
Cleaning - \$250.00/officer/year	<u>3,500</u>
	Sub-Total
	<u>\$ 5,500</u>

TECHNOLOGY

N.I.C.H.E.	\$850/officer	\$ 11,900
Dispatch Contract	\$7,500/officer	105,000
Telephone		----
Cellular Telephones /Blackberries (4)		4,800
Computer Maintenance Contract		----
Radio Licenses		700
Radio Maintenance		<u>4,000</u>
	Sub-Total	<u>\$ 126,400</u>

OTHER OPERATIONAL

Breathalyzer Supplies		\$ 1,000
Identification Supplies		5,000
Health and Safety Equipment		1,000
Batteries		400
Photographic Supplies		600
Bicycle Repair and Maintenance		500
Prisoner Meals & Expenses		2,000
Guards & Matrons		12,000
Travel		3,500
Accommodation & Meals		<u>2,000</u>
	Sub-Total	<u>\$ 28,000</u>

START-UP COSTS

Vehicles	4 @ \$26,700	\$ 106,800
Vehicle Equipment	4 @ \$5,000	20,000
Uniforms*	14 @ \$4,300	60,200
Specialized Firearms		2,000
Portable Breath Machine		1,500
Intoxilizer		8,000
Identification Equipment		20,000
Recruitment Costs		40,000
Radar Machine		1,700
Communication Equipment		130,000
Signage		2,000
Documents - Criminal Code, Highway Traffic Act (POA)		<u>2,500</u>
	TOTAL	<u>\$ 394,700</u>

*The uniform cost per officer covers the cost of all equipment and clothing including: Glock Firearm, body armour, baton, capsicum spray, handcuffs.

REVENUE

R.I.D.E. Grant	\$	4,000
Accident Reports		6,000
Ontario Provincial Police Equipment Sale		----
Criminal Reference Checks		<u>2,000</u>
TOTAL	\$	<u>12,000</u>

APPENDIX 'D'

Overview of the Roles and Responsibilities of Council, the Police Services Board, and the Chief of Police:

Council:

Council has the ultimate responsibility and legal duty for providing adequate policing in a Municipality. It is mandated by statute that the Municipality provide appropriate funding and infra-structure for an adequate and effective Police Service. This responsibility is delivered through a Police Services Board. Section 27(1) of the Police Services Act states, "*There shall be a police services board for every municipality that maintains a police service*".

Police Services Board:

Section 31(1) of the Police Services Act describes in detail the many responsibilities of the Board. The composition of a Police Services Board is described in Section 27 of the Police Services Act. The Board is directly responsible for the provision of adequate and effective policing services, law enforcement, and crime prevention in the Municipality. They are required to establish policies and guidelines to assist the Chief of Police to oversee the day to day operation, and should direct the Chief accordingly. However, neither the Board, nor any of its members can interfere with the day to day operations, or directions. Orders cannot be given to any member of the police service other than the Chief or his/her designate.

Chief of Police:

The Chief shall oversee the operation of the police service in accordance with the Police Services Act and Regulations, and the objectives, priorities, policies, and guidelines of the Board. It is also the Chief's direct responsibility to ensure that members of the police service receive all necessary training and are equipped appropriately to perform their duties.