



**THE POLICING STUDY FINAL REPORT
FOR
NORTHUMBERLAND COUNTY**



**PUBLIC
INFORMATION DOCUMENT**

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EXECUTIVE SUMMARY

In response to a request from one of its member Municipalities, the County of Northumberland has been studying the potential cost savings and other implications of a County-wide policing model. Over the past 3 years a Steering committee assisted by an external consultant has been studying all elements of the issue. The Steering Committee determined that the only way to establish accurate and defensible cost comparisons would be to request and receive firm legal bids based upon a detailed Request for Proposal document. The Town of Cobourg, the Municipality of Port Hope and the Ontario Provincial Police were each asked if they were interested in responding to the County's request through a detailed RFP to provide policing to all of Northumberland County. Both Cobourg and Port Hope declined to provide the County-wide policing service.

In April, 2007, the Ontario Provincial Police submitted their detailed Contract Policing Proposal in response to the County's RFP. An extensive analysis of the OPP proposal was carried out by the County consultant. Representatives from the OPP attended at two Steering Committee meetings to outline the OPP policing proposal and to answer any questions. The County's consultant and County Finance staff then completed a financial analysis of the comparative costs of the OPP County-wide proposal to the existing costs of the present policing arrangements.

As part of the Study process, 8 Open House/Public Meetings were held in 2006 to obtain public feedback on a range of policing issues but most importantly on the level of policing service they expected to receive in their community. From this feedback it was determined that the existing levels of service must be maintained and guaranteed and the RFP was drawn up accordingly. A range of other important issues were also considered through the Study including the impacts on existing Port Hope and Cobourg uniformed officers and civilian employees, Police Service Board and Community Policing Advisory Committee arrangements, Provincial policing grants, Cobourg and Port Hope Police Service infrastructure issues and the experiences of other comparable Ontario municipalities who have moved to an OPP policing service. All of the Policing Study information has been documented in a Public Information Package which will be made available

publicly in advance of a series of seven Open House/Public Meetings to be held between October 23rd and November 15th, 2007. Following these meetings, each of the seven Municipal Councils and County Council will be asked the question of whether they support or not a migration of policing services from the lower tier to the County. The substantive findings of the Policing Study are as follows:

- Only one agency, the OPP, was interested in providing County-wide policing in Northumberland County.
- Based upon providing the same levels of policing services as presently exist in each of the County's seven member municipalities, the NET savings after Provincial grants with a County-wide contract with the OPP is approximately \$3.7 million per year and if the County opts to go with the enhanced civilian entry model the annual savings would be approximately \$3.45 million.
- With the enhanced civilian entry model the existing uniformed officers would be significantly relieved of data entry tasks and be able to spend considerably more hours in active policing duties. Where enhanced civilian data entry is utilized, the police services experience a 25% increase in policing hours.
- If the County-wide policing costs are apportioned based upon Option #2 - Fee For Service with Rural Adjustment, all seven member municipalities would experience cost savings as follows:

Alnwick/Haldimand	\$116,381
Brighton	\$218,392
Cobourg	\$1,938,045
Cramahe	\$228,058
Hamilton	\$158,830
Port Hope	\$864,069
Trent Hills	\$172,561

- There are a number of directly comparable municipalities who have consolidated policing services with an OPP service and they all report a high level of satisfaction with both the service provided by the OPP and the operation of their consolidated five person Police Service Board.
- It is not possible to absolutely guarantee that the method of allocating the County-wide policing costs could not be changed by a future Council. The Steering Committee recommends that if County Council and its member Municipal Councils pass resolutions supporting a move to County-wide policing that they do so with the provision that the method of allocating policing costs be set out in a Policy and Procedure which would be adopted by a County Bylaw. This would make it more difficult to adopt another allocation model.
- With an OPP service the existing uniformed officers from the Port Hope and Cobourg Police Services would be transferred to the OPP. They would be guaranteed no loss of seniority, salary or benefits and would continue to serve in their present communities for a minimum of 3 years. From all aspects Port Hope and Cobourg residents would continue to see the same officers and patrolling in the same way in their home community. The differences would be a slightly different uniform and patrol car and access to an increased number of specialists common for larger regionalized police services.
- Both the Town of Cobourg and the Municipality of Port Hope would not have to face significant imminent costs to replace their police communications systems. Port Hope would be able to avoid a multi-million dollar replacement or expansion project related to its present police headquarters. Cobourg would also avoid significant costs for its building.
- There would be one-time costs to the County of Northumberland of \$176,000 to upgrade the Cobourg and Port Hope police buildings to serve as "downtown" satellite offices.
- There would be one-time costs of \$609,318 to equip the former Cobourg and Port Hope officers transferred to the OPP.

- There would be job losses of an expected 21 full-time and 15 civilian part-time employees presently employed by the Cobourg and Port Hope Police Services if the civilian entry option is not chosen. If civilian entry is chosen the part-time position losses will reduce to 3 part time positions. The largest group of employees affected are the police communicator positions involving 15 full-time and 9 part-time positions. The redundant employees would be eligible for severance payments.

The County will be holding a series of seven Open House/Public Meetings from October 23rd to November 15th, 2007 to present the study findings and to receive feedback. The seven Municipal Councils and County Council will then be asked to consider whether or not they wish to support the migration of policing services from the lower tier to the County level.

In the Province of Ontario before a lower tier service such as policing can be migrated upwards to the County level it must pass the Triple Majority test. In simplest terms the proposed transfer of power must pass all three of the following tests:-

1. A majority of all votes of County Council must be in favour;
2. A majority of the Councils of the seven County of Northumberland lower-tier municipalities must be in favour;
3. The total number of electors in the lower-tier municipalities that have passed resolutions under #2 above must form a majority of all the electors in the County of Northumberland.

If any one of these tests fails then the migration of the service to the County will not take place.

1. STUDY BACKGROUND AND ORGANIZATION

1.1 INTRODUCTION TO FALL, 2007 PUBLIC MEETINGS

In October and November, 2007 the County of Northumberland will be conducting a series of public information meetings to present the findings of the study into the costs and implications of a County-wide policing model in the County. The purpose of this document is to provide a summary of the study process and findings that will assist the public in discussions at these public meetings.

The public meetings will be held at the time and dates indicated below.

DATE	MUNICIPALITY	LOCATION
October 23	Trent Hills	Campbellford-Seymour Arena, 113 Front St.N., Campbellford
October 29	Alnwick/Haldimand	Municipal Offices, 10836 Co.Rd. 2, Grafton
October 30	Cramahe Twp.	Keeler Centre Arena, 80 Division St., Colborne
November 1	Port Hope	Lions Community Centre, 29 Thomas St., Port Hope
November 6	Town of Cobourg	Lions Community Centre, 157 Elgin St.E., Cobourg
November 8	Brighton	Lions Community Hall, Elizabeth St., Brighton
November 15	Hamilton Twp.	Cold Springs Memorial Hall, 3844 Burnham St.N., Cold Springs

The format for these meetings will be as follows:

5:00 to 6:45 p.m.	Open house/drop-in center format for the public to speak with staff and the consultant
7:00 to 8:00 p.m.	Formal presentation by staff and the study consultant
8:00 to 8:45 p.m.	Questions and comments from the local municipal Councillors
8:45 to Close of Meeting	Questions and comments from the Public

No decisions will be made at these meetings. The meetings are intended to provide information to local elected officials and their citizenry and to allow attendees to ask questions and express opinions. Each of the seven Municipal Councils will set future dates in December 2007 or January 2008 at which time they will consider whether to support a change to County-wide policing.

1.2 WHY IS THERE A NEED FOR A POLICING STUDY?

In October 2004, the Council of Northumberland County directed staff to undertake a feasibility study of the policing services in Northumberland County to determine if there would be a significant cost-savings to have the whole of Northumberland County policed by a single OPP or Municipal Police Service. There were a number of concerns with the increasing costs of policing and the ability of our local municipalities to fund the major infrastructure improvements needed over the next 3 to 5 years. Given all the other pressures on local municipal taxes, Council wished to investigate the potential benefits of a County-wide policing model.

Through 2005 to the present the County has been carrying out the work of the study including calling for and receiving firm contract bids from the Ontario Provincial Police. All elements of the study are now complete and the Study Steering Committee now wishes to share the information with the public before the Councils of the seven local municipalities and the County of Northumberland consider final decisions on the matter.

1.3 STUDY STEERING COMMITTEE

The study was directed by a Steering Committee comprised of the seven Mayors and C.A.O.'s of the area municipalities and the County C.A.O.

The Steering Committee was assisted by the consultant, Mr. Jack Watkins of Consultants on Police Services.

1.4 THE POLICING STUDY PROCESS:

The study process consists of five separate phases. A copy of the Study Guideline is available at the County of Northumberland Website at www.northumberland.ca.

Phase 1 was completed with the defining of the Study Objectives and the development of a Detailed Study Process.

Phase 2 involved a study of the existing police services and their staffing and equipment, their economic feasibility now and toward the future, and the completion of an analysis of the state of all three services to police the total County community.

Cost analyses and an examination of infrastructure capabilities were also part of Phase 2.

A second portion of the Phase 2 study examined the governance arrangements of the seven Police Services Boards and investigated alternate Board structures that will serve the interests of all communities if a County-wide police service was to develop. The final element of Phase 2 involved an examination of the existing Provincial Police Services Grants to each municipality and the potential changes if a County-wide policing model is chosen.

Phase 3 of the study involved the communication and feedback of the Phase 2 report findings to the seven area Municipal Councils and the general public. The findings were presented at a series of public meetings in March 2006 in each of the seven municipalities. The key goals of these meetings were to:-

- Create an understanding of the existing costs of policing and the cost pressures which will be faced over the next 3-5 years;
- Review the existing policing standards and levels of service in each municipality and obtain feedback on the community's expectations going forward;
- Inform each municipality of the process to complete the study and reach a decision on the direction of policing in the County of Northumberland;
- Inform the Municipalities of Port Hope and Cobourg of the decision they will be asked to make - do they wish to respond to a Request for Proposal for policing the entire County of Northumberland?

Phase 4 of the study involves the actual process of obtaining and comparing the police services estimates to provide the prescribed services. The Councils of the Town of Cobourg and the Municipality of Port Hope were both asked if they wished to respond to a County-wide Policing Request for Proposal (RFP) and to submit a bid, however, both municipalities declined.

The OPP were then the only Police Service responding to the County's RFP. They were required to determine their staff costs, operational strategies, infrastructure requirements, vehicles and equipment needs and police management structures to deliver a service that meets the expectations of the seven municipalities. The consultant then analyzed and validated the proposed policing models and costs and made a recommendation to the Steering Committee on the strengths and weaknesses of the OPP proposal and the completeness of the police services proposals.

Phase 5 will be the final phase of the study and includes consultation with the public and each Municipal Council. The results of the RFP process will be presented to each of the seven municipal Councils and County Council and they will be requested to pass resolutions regarding their preferred direction for policing. In order for the police service to move from the local level to a County-wide model, it will require a Triple Majority. This will be explained later in this document.

1.5 ALTERNATIVE POLICING SCENARIOS

At the start of the study the Steering Committee made two key decisions regarding the scope of the policing study as follows:-

- 1) The only alternatives that would be considered would be:-
 - The status quo;
 - An expanded Cobourg Police Service serving all of the County;
 - An expanded Port Hope Police Service serving the entire County;
 - An OPP service for the entire County.

- 2) The most effective way to compare the 3 alternatives to the status quo would be to obtain firm price quotations. In other words, the comparisons would not be based upon estimates which will always be questioned.

The study did not consider a West Northumberland Police Service and an East Northumberland Service because Port Hope and Cobourg had examined a West Northumberland Force on two separate occasions and rejected it both times.

2. EXISTING POLICING IN NORTHUMBERLAND COUNTY

2.1 THE STRUCTURE OF POLICING IN NORTHUMBERLAND COUNTY

Northumberland County is policed by a municipal police workforce of 116 uniformed police positions and 57.34 civilian full and part time support positions. The municipal service officers total 57 uniformed members and the OPP municipal officers total 59.24 uniformed positions. In addition, Northumberland OPP have an additional provincially funded complement of 24 uniformed and 3 civilian positions.

The seven municipalities that constitute Northumberland County are served by either the Ontario Provincial Police or one of two Municipal Police Services. The Municipal Police Services police the Town of Cobourg and Ward 1 of the Municipality of Port Hope. Until January 2006 the Town of Cobourg Police Service also policed the Township of Hamilton under a "*shared services agreement*". A shared services agreement divides the costs of operating a Police Service on a proportionate basis between two or more municipalities.

The Ontario Provincial Police provide policing services in Ward 2 of the Municipality of Port Hope (formerly Hope Township) and the remaining five Municipalities of Trent Hills, Brighton and the Townships of Alnwick/Haldimand, Hamilton and Cramahe. These communities are policed under a formal "Agreement" between the municipalities and the Province of Ontario on a cost recovery basis for all OPP municipal policing services provided.

The OPP also provides policing services to the Alderville First Nations community. The cost of providing police services to the Alderville First Nations is funded through a separate agreement between the Province of Ontario and the Government of Canada therefore the County study will not be examining the police services provided to the Alderville First Nations.

The Province of Ontario pays 100% of the costs of policing all waterways, Provincial Parks and traffic patrols on Provincial Highway 401 in Northumberland County. These policing duties are referred to as *provincial responsibilities* and the officers that are allotted to Northumberland County

for these non-municipal patrol duties are referred to as "*OPP Provincially-funded officers.*"

Since these provincial responsibilities are 100% funded by the Province of Ontario the study will not review any provincial responsibility areas. The County policing study will only focus on those OPP police services that are funded by municipalities.

2.2 HISTORICAL AND EXISTING POLICING COSTS

Policing is one of the largest consumers of public funds in your community. The most complete financial profile of police costs in Northumberland County places the costs of policing in 2006 at more than \$14.4 million.¹

The following chart documents the 2006 policing costs for each of the municipalities. The attached Appendix includes similar information on costing from 2002, 2003, 2004 and 2005.

¹ Figures quoted form 2006 actual police costs obtained from Municipal Governments and from final reconciled OPP costs. (new)

**2006 Policing Costs Per Population
For Northumberland County**

<u>Municipality</u>	<u>Cost of Policing</u>	<u>Population</u>	<u>Costs per Population</u>	<u>Number of Front-Line Uniformed Officers</u>	<u>Ratio of Police Per Population</u>
Municipality of Brighton	\$1,166,923	10253	\$113.81	10.93	1:938
Municipality of Port Hope					
Ward 1:	\$3,151,018	12300	\$ 256.18	25	1:505
Ward 2:	\$ 534,797	3735	\$ 143.18	4.8	1:784
Municipality of Trent Hills	\$2,221,040	12,247	\$ 181.35	20.63	1:594
Town of Cobourg	\$4,928,274	18,210	\$ 270.63	32	1:569
Township of Hamilton	\$ 983,128	10,972	\$ 89.60	9.2	1:1192
Alnwick/Haldimand Township	\$ 814,184	6435	\$ 126.52	7.01	1:918
Cramahe Township	\$ 712,211	5950	\$ 119.70	6.67	1:887
Municipal Police Services Costs In Northumberland County	\$8,079,292	30,510	\$ 264.80	57	1:541
OPP Costs in Northumberland County	\$6,432,283	49,592	\$ 129.70	59.24	1:838
Total Policing Costs:	\$14,511,575	80,102	\$ 197.25 (averaged)	116.24	1:692

(Source: 2006 Statistics Canada Population Counts and 2006 OPP Reconciled actual costs without reductions and CSO costs)

Throughout Northumberland County policing strengths grew from 112 police officers in 2004 to 116.24 police officers in 2006.

2.3 PROVINCIAL POLICE SERVICES GRANTS

Small rural communities receive significantly more subsidies and cost off-sets for policing than medium and larger sized communities. The largest policing subsidies in Northumberland County come from the OPP Provincial Services Usage rebates and through the application of the Municipal Partnership Funding grants provided by the Province.

The Provincial Services Usage rebate reimburses municipalities when OPP members, including the provincially funded OPP positions, are deployed outside of Northumberland County. In 2006, the Provincial Services Usage rebate returned \$639,269 to the OPP policed communities in Northumberland County.

The Municipal Partnership Funding is a direct compensation policing grant that is provided to rural and smaller Ontario communities to off-set the impact of policing costs on the community. The Municipal Partnership Funding grants will be explained in more detail later in this report.

The Ontario government's investment in municipal policing has generally consisted of a portion of new officer hiring for specific investigative and crime prevention functions. The funds provide partial funding of the basic salary costs for new police hires. The Ontario government also provides on-going provincial funding for such programs as R.I.D.E. enforcement and the operation of in-house Criminal Information Services operations.

In 2007, as the concern for increased gang and gun, drug, and child internet safety concerns emerged the Ontario government committed \$37.1 million toward the hiring of 1000 additional police officers. While the majority of this funding was allocated to the Greater Toronto and larger Ontario Police services, including the OPP, it did provide some funding to smaller services like Port Hope and Cobourg. The Cobourg Police Service is receiving funding for two officers and the Port Hope Police Services is receiving funding for one position. The OPP Northumberland is also receiving funding for one OPP officer in the Brighton contract.

Even with this recent funding, the Municipality of Port Hope and the Town of Cobourg face great financial pressures in maintaining their police services. With the exception of these few position subsidies the Municipality of Port Hope and the Town of Cobourg must fund almost 100% of the total costs of their municipal police operations.

To the credit of the Port Hope and Cobourg Police Services both of these services have created a substantial funding off-set by completing employee screening programs for several private enterprises. These funds are used to pay the costs of some civilian staff positions and for the purchasing of vehicles and office equipment.

As part of the Northumberland study, the Ministry of Community Safety and Corrections was asked to provide a direction on whether the OPP service could continue creating municipal revenues through this record screening system. The Ministry has replied that the Police Services Board can direct and oversee the record checking systems and the OPP could continue this process. The record check systems generated revenues of more than \$1-million in 2006.

Despite these efforts by the municipal police services, policing costs are continuing to impact on the municipal police services.

The cost separations between OPP and the Municipal Police Services become most visible during an examination of the populations policed. If the policing costs were tracked on a per population base the costs of the municipal versus OPP costs in 2006 are significant.

Costs Per Population in 2006- With PSU Rebate

Port Hope Police Services:	\$256.18 per person
Cobourg Police Services:	\$270.63 per person
OPP Police Services	\$129.70 per person

Costs Per Population in 2006-Without PSU Rebate:

Port Hope Police Services	\$256.18 per population
Cobourg Police Service	\$270.63 per population
OPP Police Services	\$146.56 per population

There have been genuine attempts in the past for the Port Hope and Cobourg Police Services to develop stronger cost-sharing alliances even to the point of amalgamation but to date these attempts have failed. As a result, the two police services remain independent, stand alone operations. There is some minor sharing of each service's specialists but there are too few specialists in either police service to significantly impact on the growing costs of both municipal police budgets.

2.4 DIFFERENCES IN TYPES OF POLICE SERVICES:

Call Response:

Citizens in urban communities develop expectations for higher levels of service delivery from their municipal police services.

A "*broken window*" style of policing is a term used in the policing community which refers to the style of policing practiced by many police forces in urban settings such as the Port Hope and Cobourg Police Services. This policing style involves the police service responding to all calls for service (such as a broken window) by sending an officer and establishing a personal contact with each caller. To respond to every call is less impacting on police costs since both the Municipality of Port Hope and the Town of Cobourg (22 sq km) are relatively small contained communities and the officers have little distance to respond. In comparison, if they or the OPP were to respond to every call for policing in the rural areas across the County the costs of the "broken window" style of police response would become astronomical.

Communities with a large number of seniors are generally better served by the broken window approach due to its increased "personalization" of the police service. The broken window style of policing also delivers an increased sense of security throughout the community knowing that when you call the police, *they will come*. The two other emergency services - ambulance and

fire, also have differential service levels in urban versus rural areas again because of the issue of affordability.

Even the police responses in the Municipality of Port Hope and Cobourg are graduated in that more serious calls take precedence over lesser priority calls. The response to the broken window type call is accommodated by the officer as part of his/her regular patrol duties and as time permits. Often, complainants don't require a police response and want the officers to only be knowledgeable of the complaint. There is no expectation that this response level will change in an OPP setting since the current municipal police service members, if they choose, will be the OPP police patrol members and on patrol in their same communities.

The OPP, like most Ontario police services, utilize a *differential response* model that channels lower priority calls to a police officer who records the information by telephone and enters the information into the police reporting systems. There is an over-ride feature that will result in an OPP officer being sent to the call if the victim requests an officer or there is evidence to be secured at the scene. The important factor is that the public is speaking to a police officer.

Specialist Support Capability:

Another primary difference is the availability of a large number of specialists in the OPP police model which are provided without additional cost to the community through the OPP policing agreements. Port Hope and Cobourg Police Services do not have all of the specialists capabilities required for the police services and must enter into service agreements with larger forces for the services. These agreements do come with some cost-back to the police services. The costs have not been large but they do equate to approximately \$40,000 annually to the Cobourg Police Services.²

Despite having a cost-back mechanism for each of their support services the OPP have not charged back their support services to either the Municipality of Port Hope or the Cobourg Police Services.

² Information provided by Chief Garry Clement, Cobourg Police Services.

The only charged back services have come from the Durham Regional Police Service for the processing of fingerprints from crime scenes and for providing the mandatory annual training courses of the Cobourg Police Services.³

Staffing Shortages:

The OPP have an advantage in their ability to fill short and long term vacancies by utilizing officers in other patrol zones or neighbouring detachments, by utilizing the provincially funded officers available in each detachment, or by seconding additional officers from OPP Regional units.

The Port Hope and Cobourg Police Services do not have a pool of additional officers to draw upon and they must carry sufficient staff to address their staffing fluctuations. The loss of officers to suspensions, injury, vacation, maternity and paternity leave will always have a much larger impact on the smaller municipal police services. Consequently, the difference in police complements to police an identically populated policing jurisdiction will always involve greater staffing numbers and costs for a municipal police service.

Streamlined Administrative Services of the OPP Service

A final difference is that the OPP is a large police organization whereas the Port Hope and Cobourg Police Services are smaller municipal organizations. This statement brings both positive and negative qualities to the policing in the community. Most people view the OPP as an "outside" police agency when the reality is the OPP officers of Northumberland County and the officers of the Cobourg and Port Hope Police Services are a combination of both local and non-local police personnel. There is no significant difference in either services, both become equally dedicated to serving their communities.

The OPP police service is a less complicated policing arrangement for municipalities in that it transfers responsibility for staffing, recruitment, collective agreement negotiations and grievance processing, litigation, budget and finance, and human resource management to the Province. The Province also absorbs the costs of fleet and office equipment management, equipment testing and procurement, and it financially covers all insurance

³ Source: Chief of Police, Gary Clements, Cobourg Police Service.

and other liabilities (judgments) against the police services members. Any litigation against the Police Services Board will remain the responsibility of the municipality.

While these savings are significant the municipalities must also realize that they will lose some control of the collective bargaining process and some functions of the Police Services Board are reduced. The Board will be restricted to governing on only local policy matters. There is also a reduced level of direct management of the police service by the Board as many management decisions will transfer to the OPP and the Province. While the OPP makes a genuine effort to involve the local Police Services Board in decisions affecting the community, the OPP remains the Province's police service and under the control and management of the OPP Commissioner and not the municipalities.

OPP Municipal Policing Contracts:

In Ontario, the OPP is the municipal police service for more communities than municipally provided police services. In 2006 there were 108 communities policed by the OPP and 61 communities policed by a municipal police service.

Some of the larger OPP contracts are:

<u>OPP Location</u>	<u>Population</u>	<u>Number of OPP Officers</u>
Wellington County	87,770	95 OPP officers
Stormont/Dundas and Glengarry	67,812	80 OPP officers
Town of Caledon	66,816	59 OPP officers
Norfolk	63,869	88 OPP Officers
City of Quinte West	43,910	58 OPP Officers
City of Orillia	30,530	43 OPP officers

The County of Wellington, County of Stormont-Dundas and Glengarry and City of Quinte-West OPP operations were all examined and the Chief Administrative Officers and Police Services Boards expressed high levels of satisfaction with both the quality and costs of their OPP policing services.

2.5 INFRASTRUCTURE AND COMMUNICATIONS

Under the *Ontario Police Services Act* municipalities are required to provide and fund the full costs of the equipment, buildings and police infrastructure for their municipal police services. Due to continual funding pressures facing the Town of Cobourg and the Municipality of Port Hope the municipalities have been challenged to maintain the level of infrastructure investment that is needed to support their municipal policing operations.

The funding limitations of the Port Hope and Cobourg Police Services are exemplified by examining their communications systems. Both local police services operate radio systems that are over 30 years old. This police equipment was never designed and can not be modified to fully meet the current policing needs. The communications of the Port Hope Police Service were recently encrypted but the equipment remains designed for a two channel police communicator operation. In situations where larger communications are required the officers must wait in line to communicate or resort to a Bell or Telus public cellular phone system.

A major concern for both the Municipality of Port Hope and the Town of Cobourg is the realization that after December 2008 the radio manufacturer (Motorola) will no longer guarantee the production and supply of replacement parts for the truncating equipment of the radio system if radio repairs become necessary.⁴ A report on the upgrading of the Cobourg Police Service to a recommended fully digital and encrypted communications system was estimated in a 2005 communications engineering report at a cost of \$1,1-million. Even with this level of investment the life of the upgraded system will only be ten years. To not advance to the more modern digital and encrypted system the costs to enhance the current but older 800 MHz

⁴ Report to the Town of Cobourg by KVA Communications, Toronto, Ontario dated August 24, 2005 authored by Al Forest, P.Eng., President..

system was quoted in this same report at \$300,000 and this will not guarantee full police radio coverage throughout the Town of Cobourg and it will not provide fully encrypted communications.⁵

Another example of the growing municipal police costs was the \$1.25 million investment in the Cobourg Police Services modular cell unit in 2005 that became necessary to address requirements of the Ministry of Labour.

Port Hope Police Services Building

The Port Hope police service building is simply too small, lacks office and storage spaces, lacks change rooms and lacks proper prisoner holding cells and evidence storage facilities. There is a recent engineering study that suggests the excavation and development of the lower crawl space of the police service could add some needed space but any expansion of the service building is limited by the fact that the Town of Port Hope does not own the surrounding property.

Even with the new building design the Port Hope Police Service will remain unable to properly store or maintain continuity of larger pieces of evidence and there will be no inside garage storage for a vehicle involved in a major crime.

The cells are not properly equipped with designated Young Offender holding units and the incarcerated youths must be moved when adult prisoners are incarcerated in the building. The future expansion of the police service building is expected to and will have to address the lack of young offender holding cells.

The raising of the existing police service building and the building of the addition will be expensive. The new design will locate police management and administration on one level of the police building and patrol and investigative operations on the new lower level connected by steep stairways. This is not an ideal situation by any means.

⁵ Ibid, Report of KVA Communications Inc., August 24, 2005.



Port Hope Police Services Building

The original use of the Port Hope Police Service building was as the Northumberland Children's Aid Society office. The building was never designed for a police operation and it is poorly laid out to do so.

The expected costs of the renovations and excavations of the Port Hope Police Services building have not been determined by the Port Hope Police Service.

The OPP have determined that the cost to upgrade the Port Hope building to serve as a satellite police station (not full service) to be \$37,925. Because the technological and administrative support to a Port Hope satellite office can be done from the main OPP detachment at Highway 401 and County Road 45 (Division St.) the renovations will cost considerably less than the expenditures that will be required to maintain the facility as a full service municipal police building.

Cobourg Police Services Building

The Cobourg Police Service building has more than sufficient space but it is an old facility (1906) built originally as an armory and poorly designed for use as a police service building. The two large stairways connecting the lower and upper offices require the public being able to maneuver a large set of stairs to meet with the police services management officers. There is a requirement that the police service install an elevator system in the Cobourg Police Services building by 2008.

The inspection also revealed a lack of proper evidence storage units in the building. As a result, property that needs to be controlled and accounted for could be seen being stored in various other rooms and in hallways of the police services building.



Cobourg Police Services Building

The modular prisoner handling and cell unit installed in the Cobourg Police Service building in 2005 was a unique and creative solution to the Ministry of Labour work orders but the many structural issues facing the Cobourg Police Service remains a concern. Some of the primary building defects that exist are cracks in the foundation walls, water damage in the basement, an old and inefficient boiler heating system, asbestos issues, corroding water lines (40% efficiency) throughout the building and a lack of a proper HVAC system.⁶

The Cobourg Police Services building will require major financial expenditures to simply maintain the current use of the building. The building does have historical significance to the Town of Cobourg. The OPP have determined that it would cost \$138,000 to upgrade the Cobourg building to

⁵. Consultants on Police Services Inc. is not qualified to make engineering analysis of buildings. The observations and information presented are visual observations and information provided by Chief Garry Clement during the inspections related to the boiler system and water flow efficiencies.

serve as a satellite office. Again, here costs can be minimized because of the support provided by the 401/45 OPP detachment. Copies of the detailed facility reviews are available on the County's web site.

Both the Port Hope and Cobourg Police Services buildings have full auxiliary power back-ups to maintain police building operations during power failures. The new Cobourg Police Services modular cell unit accommodates both Young Offenders and adult prisoners.

There is a study being developed to examine the feasibility of placing additional modular offices and staff facilities into the interior of the garage area of the existing building.

Both the Municipality of Port Hope and the Town of Cobourg will be faced with on-going and significant immediate investments in their police infrastructures if they choose to maintain a municipal police service. These buildings are stretched to accommodate the existing staff needs and could not meet the needs of the additional staffing if either service was to be part of a larger county-wide municipal policing service.

OPP Municipal Policing and Buildings

OPP policing in Northumberland County is conducted from two modern police services buildings located in Cobourg and Trent Hills with each building capable of housing up to 75 officers. In addition, the OPP have recently assumed the use of a large portion of the Ministry of Agriculture building in the Municipality of Brighton which was recently refurbished to provide a capability to house approximately 35 additional officers. These buildings, capable of housing almost 200 OPP officers, have been significant investments on the part of the Province of Ontario to address previous space shortages for OPP officers who had been housed in converted residential homes in Campbellford, Cobourg and Brighton.



Cobourg OPP Office



Trent Hills OPP Office



OPP Office at Brighton

There is little to be said about the adequacy of these buildings. They exceed standards for space and they exceed the accommodation requirements of the Northumberland OPP officers.

All three of the OPP buildings are ground level facilities or have access ramps for physically challenged clients. All of the facilities have auxiliary power back-up capabilities for communications and operations during power failures. Cell areas in the Trent Hills and Cobourg OPP buildings are properly designed for housing both Young Offenders and adult prisoners. They are also video conference equipped for prisoner remands.

The OPP will maintain the existing Port Hope and Cobourg Police buildings as satellite offices in their proposed county-wide model. In a satellite office OPP officers work from these location but the facility does not have to provide all of the same requirements as a full-service police facility.

OPP Communications:

The OPP operate on a Province-wide police communication system that is now owned by Bell Canada. Bell Canada refers to its system as Bell FleetNet and Bell now has the responsibility to supply and repair/replace all communications equipment, both in vehicle and portable, for all OPP officers. Upgrades and enhancements of this system and its maintenance are all the responsibility of Bell FleetNet through the service agreement with the OPP.

OPP calls for service in Northumberland County are dispatched from a Provincial Communications Centre (PCC) in Smiths Falls, Ontario. This large communications facility is staffed with sufficient communicators to dispatch OPP members throughout all of Eastern Ontario. In the event of an emergency in Northumberland County other communications officers and tower channels can be turned onto Northumberland County to staff the requirements of the emergency. The OPP operate under an enhanced 911 system that provides accurate call locating throughout Ontario. Calls on cell phones are not part of the enhanced 911 system but these calls are identified by the cell tower where the cell phone is operating.

OPP vehicles are equipped with in-car repeaters meaning that each portable radio call is sent through the police vehicles repeater system and the signal is enhanced and transmitted from the police vehicle to the main micro-wave transmitting tower. This portable communications system allows the officer to be at least one kilometer from the vehicle and have reliable portable communications. All OPP radios, in-car and portable, have an "officer requires assistance" automatic feature that alerts the communications centre to the needs of an officer requiring emergency back-up. There are no known areas in Eastern Ontario that do not have 100% portable and vehicle communications coverage for OPP officers including the OPP officers in Northumberland County.

In the event that there was a complete system failure of the OPP major tower system OPP officers will have an on-going communications capability for both in-car and portable communications to other OPP vehicles in the area. A full communications capability can be created across Northumberland County simply by deploying police vehicles with the repeater system turned on around the County with a single vehicle (base operations)

parked at the detachment. This type of communications system back-up is necessary since the availability of cell phone communications outside of the Highway 401 corridor would prove unreliable. The two local police services do not have these capabilities.

The OPP communications system has the capability of allowing both tactical and operational communications to occur at the same time. The system provides specialty teams like undercover officers, Canine Handlers, Emergency Response and Tactical Teams to communicate on special channels across the OPP system. The OPP specialty teams have encrypted communications for privacy.

The OPP also maintain mobile Emergency Command Posts (fifth-wheel trailers) that have site specific communications capabilities for communications at major incidents and special events.

In comparison, the municipal officers in Port Hope and Cobourg communicate by the portable radio or the cruiser to a single repeater on the tower. Their communications capabilities are limited by the officer's physical distance to the tower, the fact that only one or two officers can talk at one time, and in some important service areas of the community communications black out occur (97% coverage). Cell phone back-up systems will be unreliable in the rural areas of Northumberland County.

2.6 RESPONSE TO EMERGENCY CALLS:

In both the Cobourg and Port Hope Police Services the radio system provides two communications consoles staffed by a maximum of two communications operators/call takers. In addition to dispatching police vehicles these operators and systems also maintain communications for various fire services. Both Cobourg and Port Hope police Communications Centres also act as the 911 download hosts for all emergency calls for police, fire and ambulance services in their respective communities.

In Port Hope the Communications operators provide reception and walk-in servicing for the public. In Cobourg, the communications operators provide

external phone reception when the police office main desk is not staffed after regular business hours.

Under the Police Services Act the OPP is responsible to provide an emergency response to a municipal police jurisdiction when requested to do so by the Chief of Police, Board or Council. This responsibility does not require the OPP to provide officers for other than emergency situations or to provide investigative services that are beyond the capability of the municipal police service.

Protocols, including a schedule of costs of various OPP services, have been signed between the OPP and the Port Hope and Cobourg Police Services Boards.

The OPP Communications facility at Smiths Falls is staffed with a Uniformed Sergeant and 23 to 25 police communicators working each shift. There are 15 dispatch capable consoles and 10 call taking consoles. The Communications Centre has full-time dedicated Sergeant and Communications Supervisors trained to operate all communications equipment. All OPP call-takers and dispatchers are cross-trained for both dispatch/call taking functions.

In a major emergency several OPP communications consoles can be assigned to Northumberland County to meet the communications need of the responding OPP officers.

The OPP Communications operators also handle all calls on external phones located outside of OPP Detachments.

In an emergency or for staff shortages the OPP have the ability to call upon the provincially provided OPP members in the detachment, surrounding OPP detachment members and regional specialists teams to assist in meeting patrol requirements and to sustain a lengthy response to emergency incidents.

The enhanced 911 system allows all OPP communications operators to determine the location of a call, the address of the call, the phone number (even if a hang-up occurs) and closest fire and ambulance centre. The system pinpoints on the computerized mapping system the exact location where the

call was received. In a 911 hang-up the OPP operator holds control of the line until the OPP operator releases the line or the OPP determine the nature of the hang-up.

2.7 EXISTING POLICE SERVICES BOARDS

The County of Northumberland is served by seven Police Services Boards with the Town of Port Hope having the unique position of having a hybrid policing model where both the OPP and the Town of Port Hope Police Services answer simultaneously to the Port Hope Police Services Board.

In Ontario all communities less than 300,000 population are legislated to a maximum of five member Police Services Boards. The Police Service Act purposely provides a weighted Board representation in the favour of the community (three Council chosen positions versus two Provincial chosen positions).

The role of Police Services Boards in both a municipal and provincial police service is different. While there is a perception of greater control over the police service in a municipal Police Services Board structure the actual performance controls are the same if not heightened in the OPP Board model.

An effective Board focuses on competency qualifications of its members. It seeks members who have the knowledge, skills and ability to perform the governance function. The Board is not driven in one direction or another except on the basis of validated information and a propensity to serve the whole of the community equally.

The costs for operating the Police Services Board is the responsibility of the municipalities in Northumberland County. In 2005 the costs of operating the seven Police Services Boards in Northumberland County was \$133,186 and in 2006 those costs rose to \$173,047.

Police Services Board Costs 2005 and 2006

	2005	2006
Town of Cobourg	\$79,275	\$114,859
Town of Port Hope	\$25,197	\$27,031
Municipality of Trent Hills	\$3,360	\$2,740
Municipality of Brighton	\$11,148	\$8,408
Township of Cramahe	\$3,900	\$1,638
Township of Alnwick and Hadimand	\$10,306	\$11,726
Township of Hamilton	See Cobourg	\$6,645
Total:	\$133,186	\$173,047

The operating of the individual Boards is proving expensive and well above the costs of operating similar sized Boards in Ontario. These costs also reflect the higher costs to operate municipal based Boards versus OPP Boards. In the county-wide model, the costs to operate the single Police Services Board is expected to be no more than \$20,000. This cost estimate is based on the comparison to other large OPP county-wide Police Board operating costs. The County of Wellington with 80,000 population operated its Board for \$9208 in 2006.

A single county-wide Police Services Board would result in an estimated \$153,047 less costs than operating the seven Northumberland County Boards.

3. FIRST ROUND OF PUBLIC CONSULTATION

Between March 7th and March 22nd, 2006, a series of seven Open House/Public Meetings were held in each of the County's member

municipalities. The purpose of these meetings was to provide local residents with information on the existing policing arrangements, costs, Police Service Boards, Provincial grants and the options available for policing. At the request of the council for the Municipality of Port Hope, a second public meeting was held on July 12th, 2006. As one would expect, there were a range of opinions but the following general observations could be made:-

- The attendance was generally disappointing even though the meetings were broadly advertised and reported in the press.
- Those served by Cobourg and Port Hope Police Services were quite satisfied with their police service as were those residents in Alnwick/Haldimand, Brighton, Cramahe, Hamilton, Trent Hills and Port Hope Ward 2, who are presently served by the OPP.
- Those served by the OPP were quite worried that if Port Hope or Cobourg took over the policing entire County then the quality of policing would deteriorate.
- Similarly Cobourg and Port Hope Ward 1 residents were worried that the quality of policing would deteriorate if the OPP took over.
- When asked if they would like to see more or less of certain elements of policing, e.g. foot patrols, residents said that they did not know any details of their existing policing, they just wanted the policing to continue as is.
- Residents in the more rural areas of the County worried that their costs would go up under a County-wide model.
- Existing Police Service Board members were concerned that the ability to influence local policing decisions would be significantly impaired if there is only one Police Service Board for the entire County.
- Attendees were surprised at the significant differences in the cost of policing in Cobourg and Port Hope Ward 1 versus the other areas of the County.
- If the policing provider were to change both rural and urban residents wanted to be sure that their existing levels of service would not change.

4. PREPARATORY WORK LEADING TO COUNTY-WIDE POLICE CONTRACT

4.1 INVITATIONS TO COBOURG AND PORT HOPE COUNCILS

On April 12, 2006 the Steering Committee confirmed its original decision and provided direction to the effect that the study will restrict tendering on the Request for Proposal to only the three police services servicing the communities in Northumberland County.

On April 24, 2006 letters were sent to the three police services to determine their interests in bidding on the county-wide policing model. Both the Town of Cobourg and Municipality of Port Hope responded that they did not have an interest in providing county-wide policing services and the RFP was subsequently released to the OPP only.

4.2 EXISTING SERVICE LEVELS

Following a series of Open House meetings conducted in each community in 2006 the community input was consolidated into a detailed Request for Proposal that contained seventeen separate sections with multiple responses required in each section. The OPP in providing their responses to the RFP were required to maintain the same service levels, programs and constables staffing levels currently provided by the three police services serving Northumberland County.

Appreciating that the amalgamation process will offer continued employment to the police members of the Port Hope and Cobourg Police Services; the community should anticipate little change in the officers who patrol their community or the programs that exist in Northumberland County.

In trying to quantify these service levels the Chief and Deputy Chief of Police in the Municipality of Port Hope were consulted on what the existing levels of foot and bicycle patrols were in Port Hope. They were also requested to provide the number of financial and funeral escort services provided by the Port Hope Police Service in 2006. Deputy Chief Garry Hull determined that "on an annual basis the average for foot patrol would be about 30 hours (per month)." The Port Hope police service also described

completing approximately 30 other financial and funeral escorts by on-duty police personnel in 2006.

In the same report Deputy Chief Hull described the staffing level of the Port Hope Police Service as 3-4 members on duty and at times this number drops to a minimum of two officers due to illness and other leaves. The Town of Cobourg Police Service described their on-duty shift complement as 4-5 members.

Both municipal police services indicated that they respond to all calls for service in the Port Hope, Ward 1, and Cobourg communities. While immediate response is not always provided the complainant is contacted during the patrol officer's shift if the complainant wishes to see an officer. That response level is equally attainable in the OPP model.

The OPP, Port Hope and Cobourg Police Services all respond to calls when the complainant requests to see a police officer.

In terms of criminal investigative, traffic patrol, enforcement and forensic capabilities the OPP model provides the same or better response levels through the proposed 130 member OPP detachment (109 municipal and 21 provincial funded members).

4.3 POLICE SERVICES BOARD MODELS

A concern identified early in the Study by the Steering committee was the number and make-up of the Police Service Board(s) under a County-wide policing model. There was a fear that the ability to influence the nature of our local policing might be impaired. As noted earlier in Section 2.7 the Province has mandated that communities with a population of less than 300,000 will have a PSB comprised of 5 persons. The County's consultant extensively investigated the possibility of an enlarged or enhanced PSB with Provincial staff. In the end the Province responded that it would not vary from its policy. The Steering Committee then instructed the consultant to personally visit and interview community leaders in similar municipalities which had gone through a consolidation with an OPP service and now have one only PSB to see if the concerns were justified.

The consultant visited the County of Wellington, the United County of Stormont, Dundas and Glengarry and the City of Quinte West to speak with PSB representatives and the municipal Chief Administrative Officers.

These Boards generally appoint their Board members for the full term of the Council. They also indicate that operating a single Police Service Board is effective in governing the police service and the Boards have the ability to meet the expectations of all of their communities.

4.4 POLICE SERVICE GRANTS IMPLICATIONS:

If the County of Northumberland adopts a County-wide policing model the Provincial Police Service Grants provided under the Ontario Municipal Partnership Fund (OMPF) program will change. Presently the Town of Cobourg receives no OMPF funding for its policing costs and the Municipality of Port Hope receives no OMPF funding for its Ward 1 policing costs. In 2006 the total of the two above budgets was \$8,079,292 and it was not eligible for OMPF funding because communities which are 100% urban are not eligible for assistance.

If a County-wide model is adopted, the County is considered as a whole and all of the policing costs become eligible for Provincial funding assistance. The urban/rural ratio is recalculated to factor in all of Cobourg and Port Hope Ward 1 urban lands and the Rural and Small Community Measure (RSCM) in the OMPF calculation drops; however, the costs eligible for funding go up from \$6,432,283 to \$15,860,689. When these factors are put into the funding model the Provincial grant changes from \$1,707,207 to \$2,801,226, an increase of \$1,094,019. County staff have corresponded with the Ministry of Municipal Affairs (MMA) to confirm that the grant calculations are correct. On September 11th, 2007, Penny Sharman, Municipal Advisor for the Eastern Region Municipal Services Office of MMA corresponded with the County's Treasurer as follows: "If the County were to provide police services for all its lower tier municipalities, any potential Police Services Grant would be based/calculated upon the County's total costs, and its RSCM and number of households."

During the Study the question has been asked "But what guarantees are there that the OMPF formulas will not change?" It is not possible to provide

a definitive answer to that question because the OMPF is controlled by another level of government, however, the following information may provide some indicators:

- The OMPF funding program was rolled out in 2005 by the McGuinty Liberal government after approximately 2 years of development.
- It is based upon supporting rural municipalities who, without some unique funding assistance, would not be able to afford costly services such as policing.
- The McGuinty government was re-elected on October 10th, 2007.
- In 2006 the Province initiated a Provincial-Municipal Fiscal and Service Delivery Review to come up with affordable and sustainable ways to fund and deliver services for Ontario communities. The OMPF will be included in this Review which will look broadly at funding, service delivery, accountability and governance issues. A joint consensus report is expected in the spring of 2008.

4.5 IDENTIFICATION OF COMPARATOR MUNICIPALITIES:

The County of Wellington in Western Ontario is a similar sized OPP policed community. The OPP contract was formed after the amalgamation of several townships and the Towns of Fergus, Erin, Mount Forest, Palmerston, Minto and Harriston. The OPP amalgamation in 2000 involved replacing the police services at Palmerston, Fergus and Arthur. The County of Wellington is bordered by the Regional Municipality of Kitchener-Waterloo. The City of Guelph is in the centre of Wellington County but policed by its own police service. The County of Wellington has a population of 88,000 residents. The County CAO, Mr. Scott Wilson reports the community is extremely satisfied with their OPP policing on both a costs and service basis.

The County of Stormont-Dundas and Glengarry was the amalgamation of twenty lower tier township areas which voluntary amalgamated to just six communities. This area borders the Regional Municipality of Ottawa and contains the City of Cornwall. The City of Cornwall maintains its own municipal police service. All other areas are policed by the OPP. The population of the County of Stormont-Dundas and Glengarry is 67,812

residents. This community had the option of policing by the Ottawa Police Service but chose the OPP as their service provider. This County also expressed strong satisfaction with their OPP policing services.

The City of Quinte-West was originally policed by the Quinte-West Police Service. In 2005 the municipality approved the amalgamation of that service by the OPP. Particularly interesting in this process is that the OPP Detachment Commander is Inspector Earl Johns who was the former Chief of Police of the former Carleton Place Police Service. Prior to his joining the OPP, Inspector Johns was also the acting Chief of Police of the Perth Municipal Police Service. He described the OPP policing in Quinte-West as a "huge success".

Inspector Johns spoke positively of the OPP experience and he commented the significant difference between municipal and OPP policing is in the level of training and the resources that the OPP bring to the municipal policing functions. He also advised that it is a myth that the community does not know their OPP services. He and the CAO's of both the County of Wellington and County of Stormont-Dundas and Glengarry all commented that the OPP quickly becomes their police service and there is no difference in the ownership that develops between the OPP officers and the community.

The City of Quinte-West polices a community of 42,000 people.

The OPP costs for Wellington County have been tracked and used as a comparator to several cost areas of the Northumberland study. The County of Wellington, despite being a larger community than Northumberland, is being policed at less cost. The estimated municipal and OPP police costs for 2007 in Northumberland County in 2007 are \$15,860,689 and Wellington County OPP costs are \$12,272,439.

On a province-wide comparative, there are 108 communities policed under contract by the OPP and 61 communities, including Metropolitan Toronto and the larger Regional Services, policed by a municipal police service. This does not include the communities policed by the OPP not under contract.

4.6 DESIGN OF THE REQUEST FOR PROPOSAL:

The Request for Proposal (RFP) was designed to encompass both regulatory and community defined expectations. The Steering Committee was consulted throughout the process and approvals at all stages of the RFP development and for its content were secured prior to the RFP being released.

The RFP ensures that whichever policing arrangement was to be proposed that the service would be "adequate" by definition of the Police Services Act. Police Services in Ontario must provide base level services for patrol, investigation and crime prevention as well as victim assistance.

In addressing the community expectations the RFP required the police service to provide specialized patrols in urban areas including foot and bicycle patrol. In the rural areas the police service must also provide snow vehicle and ATV patrolling in such areas as the County Forest. Primarily the RFP was designed to ensure the public would fully understand the policing strategy and was meant to secure a commitment by the OPP on all key policing requirements.

The RFP also ensured the amalgamated police officers and employees (where additional are required) would be treated fairly and that their service and promotability would be assured in the OPP service. The RFP also required the OPP to commit to not transferring the former municipal police service members for at least a three year period. The experience in Ontario is that amalgamated police officers have not been moved without cause from their communities unless the officers themselves wanted a transfer or promotion.

5. ESSENTIAL ELEMENTS OF THE RFP

5.1 Service Levels:

As stated earlier the OPP were required to provide a policing service that was equal to or greater than the policing services currently being delivered in the County of Northumberland. The OPP were policing all but the Town of Cobourg and Ward 1 of the Municipality of Port Hope.

In examining police staffing levels the approach is to generally focus on the number of front line constable positions that are policing in the community. At the time of releasing the RFP the constable levels in 2006 were:

<u>Municipality</u>	<u>Municipal # Constables</u>	<u>Other available Constables (OPP)</u>
Town of Cobourg	24	0
Municipality of Port Hope (Ward 1)	19	0
OPP-Northumberland (Includes Ward-2 Port Hope)	<u>53.14</u>	<u>18.5</u>
Existing Totals	96.14	18.5

In using constable numbers and recording only the OPP municipal constables (53.14 constables) the number of constables per capita served in Northumberland County is:

<u>Municipality</u>	<u># Constables</u>	<u>Constables Per Capita Served</u>
Town of Cobourg	24	1:759
Municipality of Port Hope (Ward 1)	19	1:647
OPP-Northumberland (Includes Ward-2 Port Hope)	53.14	1:933

In evaluating the strength of the RFP proposal from a service delivery capability, the number of OPP officers to serve the County needs to be equal to or exceed the current municipal constable staffing levels in these two communities.

The OPP proposal for county-wide policing identified a complement of 96 constables consisting of Patrol Officers, Crime Investigators, Community

Policing/Schools Officers, and Court officers. The OPP Northumberland have an additional 18.5 provincially paid constables and creates a police service of 114.5 constables. This is a larger staffing capability than the current policing models provide in Northumberland County.

With this level of staffing the providing of escorts, foot patrol, bicycle patrol, cruiser patrol, and if requested a full response (broken window approach) to calls for service will be equally attainable in the OPP model.

The OPP also operate a Provincial Prisoner Transportation Program that relieves the municipal OPP police officers from performing some of the prisoner transfer responsibilities currently the responsibility of the local police services.

The study is satisfied the OPP proposal meets the requirements for same or better service levels.

5.2 COBOURG AND PORT HOPE DETACHMENTS

It is desirable to maintain the existing police facilities at both Port Hope and Cobourg to ensure the continued presence of police service in the core areas of the Municipalities of Port Hope and Cobourg. The public is used to these two buildings being the location for police services.

While these facilities would need more expensive upgrades to function as full operational sites both buildings are more than suitable for satellite OPP offices that can act as a base for OPP police operations in these communities.

The OPP have provided a quote for the one-time upgrades to these buildings as satellite offices of \$132,033 for the Cobourg police facility and \$37,925 for the Port Hope police building. To obtain the use of these facilities the County of Northumberland would either purchase the facilities or rent the facilities from the Municipality of Port Hope and Town of Cobourg.

The additional police locations will provide an OPP service office in all primary urban areas in Northumberland County.

6. THE OPP RESPONSE TO THE REQUEST FOR PROPOSAL:

The full OPP response to the RFP is provided as an Appendix to this report. The critical elements of their written proposal are:

- \$14,633,621 per year without civilian entry and service levels matching those existing in the seven municipalities;
- \$14,388,550 per year with an enhanced civilian entry;

It should be noted that presently there are no civilian data entry systems in Northumberland County. What this means is that uniformed officers are required to take the time to complete detailed reporting at computer terminals. With civilian data entry, you have civilians with advanced typing and computer skills doing the majority of the data entry. This allows the uniformed officers to get back on the beat much faster and significantly increases their actual capacity to effectively police the community.

7. EVALUATION OF THE OPP PROPOSAL

7.1 Conformance to RFP Requirements:

The OPP were required to present their proposed model for policing to the Steering Committee and to demonstrate their ability to police Northumberland County equally or better than current service levels which they did at meetings held on June 27th and August 24th, 2007.

The RFP required the OPP to respond to seventeen separate areas. Each area had a series of criteria to be met that would ensure the adequacy of the OPP policing model and conformity to the types and levels of service required in Northumberland County. The difficulty in defining the comparable service levels is that municipal police services do not electronically track their police officers duties on the same basis as the OPP Daily Activity Reporting system. The determination of service levels

becomes less definitive and is often left to a verbal accounting rather than statistical accounting of the municipal police service levels.

In the RFP process the base criteria was that OPP were required to maintain at least the same number of front-line constable positions. That in itself should generate similar service capabilities for such things as foot and bicycle patrols. The OPP were given flexibility to determine their supervisory and civilian support requirements since these were considered as non-front line deployment issues.

The OPP model contains the following staff positions:

Position	FTE* Contract Resources
Inspector	0.83
Staff Sergeant	1.83
Sergeant	11.20
Constables	96.00
Total Uniform	109.86
Clerical Support (OAG8)	6.92
Special Constable (OAG 10) Full-time	2.00
Special Constable (OAG 10) Part-time	5.00
Data Entry (OAG 6) Part-time	5.00
Total Civilian	18.92

The OPP have maintained the 96 constable positions currently serving Northumberland but they have decreased a number of ranking position and civilian support positions. The elimination of the two municipal police communications units and the costs of civilian radio operators plus the elimination of some of the clerical support positions, create cost savings in the OPP model that are not present in the current municipal models.

Additional savings are created by the OPP having an economy of scale created by their being able to distribute some of their direct operating expenses over several communities in Eastern Ontario (regionally) and across Ontario (provincially). The OPP is best looked at as a large regionalized police service when it comes to municipal policing.

7.2 CONTRACT POLICING COSTS

The OPP proposal is costed at a 2007 cost of \$14,633,621 without the application of any Provincial Services Rebates or other policing grants. This cost also includes the calculation of staff positions at the highest pay categories based on a 17 year service level. Overtime costs are based on a factor of 9% of the salary costs. Benefits are calculated at a cost of 23.5% of salary costs for full-time uniformed and civilian positions and for 15% on part-time civilian positions. With all of these conservatively high assumptions, the OPP bid can be said to be a "worst case" scenario. At the end of each year the OPP calculates the actual expenditures and returns a financial rebate to the municipality. In 2004, 2005 and 2006 all six Northumberland municipalities policed by the OPP received year-end rebates.

The estimated 2007 costs for the policing in Northumberland County in the current police structure is \$15,860,689. This creates a difference of \$1,227,068 less costs in the proposed OPP County-wide service. Because of the year-end rebates, this projected savings is conservatively low.

The OPP have maintained existing staffing and service levels at a reduced cost of \$1.2-million.

8. FINANCIAL ANALYSIS

8.1 DIRECT CONTRACT POLICING COSTS

The OPP proposal for county-wide policing at \$14,633,621 is composed of the following costs. All costs are defined in 2007 figures.

Salary and Benefits-Uniformed members and Civilian Members:	\$13,008,951
Direct Operating Expenses	\$ 1,606,199
Ontario Shared Services Bureau Fees	\$ 18,471
Total:	\$14,633,621

The OPP salary and benefits components equals 88.89% of the total costs, direct operating expenses compose 11% of the final costs, The Ontario Shared Services administration fees are .12% of the costs.

The OPP in their Contract Policing Proposal document provide an explanation of each direct operating expense item and how these costs are determined.

8.2 COMPARISON OF EXISTING COSTS

The goal of the Study was to be able to, as accurately as possible, compare the costs of the existing policing arrangements to a County-wide system. For this reason the Steering committee determined that the County-wide costing must be based upon firm, written contract bids tied to very specific levels of service that exist today. As noted earlier in the first years of a new Contract for policing a municipality, the OPP has a policy of basing the funding proposal on conservatively high allowances for unforeseen overtime and other costs. For this reason the bid of \$14,633,621 can accurately be described as a "worst case" estimate. In order to develop the most accurate comparisons possible to the existing costs, the Steering Committee determined that the contingency allowances in the OPP bid would be adjusted to reflect the historical actual costs for the past 5 years in Northumberland County for overtime and Provincial Service Utilization (PSU) rebates. To be accurate and fair, the PSU rebate was also adjusted for the existing policing for the 6 existing local OPP contracts. The Steering Committee believes that the following cost comparisons accurately compare the costs of the two policing options. Even though the consultant feels strongly that if there is a decision to go with County-wide policing, we should utilize part of the financial savings to incorporate the enhanced civilian entry model, this cost will not be carried in order to ensure an "apples-to-apples" comparison. The adjusted Status Quo and County-wide policing costs are as follows:

	Status Quo	OPP County-wide	Variance
1. Total Policing Costs	\$15,175,355	\$12,726,086	(\$2,449,269)
2. PSB Costs	\$173,047	\$20,000	(\$153,047)
3. OMPF Grant	-\$1,707,207	-\$2,801,226	(\$1,094,019)
TOTAL	\$13,641,195	\$9,944,860	(\$3,696,335)

These figures do not include the one-time costs to upgrade the Cobourg and Port Hope police buildings of \$175,925, the one-time cost of \$609,318 to outfit the former Port Hope and Cobourg uniformed officers, the potential one-time severance costs for the approximate 33 redundant civilian full-time and part-time employees nor the ongoing costs to either rent the existing Cobourg and Port Hope police detachments or the one-time cost to purchase these two buildings.

The above figures do not include the cost avoidances for Port Hope and Cobourg to purchase new communications systems, the costs to expand the Port Hope Police Building to meet current standards nor the cost to rehabilitate the Cobourg Police Building for use as a standalone police facility.

8.3 COST APPORTIONMENT

If a decision is made to go to County-wide policing there are multiple options to charging the costs back to taxpayers.

Percentage Weighted Assessment

This method is similar to the way almost all other County services are charged out. Each municipality is charged a cost based upon its share of the overall weighted tax assessments in the County. The respective percentages for each municipality are as follows:-

Alnwick/Haldimand	8.94%
Brighton	11.62%
Cobourg	24.78%
Cramahe	6.51%
Hamilton	13.53%
Port Hope	20.84%
Trent Hills	13.78%

Under this option the overall costs of policing NET of all Provincial grants and other revenues would be added to the County Levy and charged out like the other County programs such as roads or ambulance. The overall impact would be that the policing costs for most rural taxpayers would rise and Port Hope and Cobourg taxpayers would receive a significant decrease because of the cost averaging and the Police Service Grants. Using the most likely OPP contract costs (with enhanced civilian entry and historical PSU rebates and overtime costs) the cost impacts would be:

	Existing Costs	County-wide	Difference
Alnwick/Haldimand	629,962	889,070	259,109
Brighton	979,965	1,155,593	175,627
Cobourg	5,145,772	2,464,336	(2,681,436)
Cramahe	638,459	647,410	8,951
Hamilton	896,326	1,345,540	449,214
Port Hope	3,742,040	2,072,509	(1,669,531)
Trent Hills	1,608,671	1,370,402	(238,269)
TOTAL	\$13,641,195	\$9,944,860	\$3,696,335

One problem with this method is that it does not recognize the inherent affordability issues that large rural municipalities have when it comes to policing costs. With this method the four smallest municipalities would all see their costs rise. The intent of the Provincial Ontario Municipal Partnership Fund grants was to address the severe financial impacts of policing large rural areas. For these reasons the Steering committee determined that other cost apportionment models be investigated.

Fee For Service With Rural Adjustment

A strong argument could be made for allocating the County-wide policing costs based upon the respective demands for service within each municipality. One could argue that if a municipality wishes to have enhanced services such as extra foot or bicycle patrols, then they should be willing to pay the extra costs. If the costs are allocated out on the basis of the actual officers per municipality the cost sharing would be:-

	Existing Costs	County-wide	Difference
Alnwick/Haldimand	629,962	599,737	(30,224)
Brighton	979,965	935,111	(44,854)
Cobourg	5,145,772	2,737,745	(2,408,027)
Cramahe	638,459	570,649	(67,810)
Hamilton	896,326	787,102	(109,224)
Port Hope	3,742,040	2,549,525	(1,192,515)
Trent Hills	1,608,671	1,764,990	156,319
TOTAL	\$13,641,195	\$9,944,860	(\$3,696,335)

One of the issues with simply applying this fee for service model is that it still does not address the affordability issue and the issues of rural policing. To adjust for the rural policing difficulties further adjustments have been made as follows:-

- Those 6 municipalities which received OMPF grants in 2006 totalling \$1.7 million would continue to be credited with the same amounts as they each received in 2006;
- The remaining \$1.1 million (\$2.8 million minus \$1.7 million) in OMPF grant was allocated in the same way as the officer workload.

With these two adjustments the cost apportionment becomes:-

	Existing Costs	County-wide	Difference
Alnwick/Haldimand	629,962	513,851	(116,381)
Brighton	979,965	761,574	(218,392)
Cobourg	5,145,772	3,207,727	(1,938,045)
Cramahe	638,459	410,401	(229,058)
Hamilton	896,326	737,496	(158,830)
Port Hope	3,742,040	2,877,971	(864,069)
Trent Hills	1,608,671	1,436,110	(172,561)
TOTAL	\$13,641,195	\$9,944,860	(\$3,696,335)

Costing Summary

The differences between the Status Quo and the two cost apportionment options are shown in the following cost sharing summary:

	Status Quo	Option #1	Option #2
Alnwick/Haldimand	629,962	599,737	513,851
Brighton	979,965	935,111	761,574
Cobourg	5,145,772	2,737,745	3,207,727
Cramahe	638,459	570,649	410,401
Hamilton	896,326	787,102	737,496
Port Hope	3,742,040	2,549,525	2,877,971
Trent Hills	1,608,671	1,764,990	1,436,110
TOTAL	\$13,641,195	\$9,944,860	\$9,944,860

Option #2 is recommended as it addresses the two principles of pay for actual service and rural affordability.

Ensuring Cost Apportionment Principles

One of the major concerns of the Steering Committee and politicians and taxpayers of those municipalities that would stand to lose under the Weighted Assessment model is if County-wide policing is approved as per Option #2 above, can this cost apportionment be changed by a future County Council. County staff have investigated with Provincial staff whether the funding allocation can be "cast in stone" so that no future Council could ever change it. Unfortunately there is no means to guarantee this. It is possible to make it difficult and embarrassing for Council to make a change to the funding allocation but it would still be possible.

The Steering Committee felt strongly that if County-wide policing is adopted their recommendation is that the allocation should be principle-based.

8.4 ONE TIME COSTS

Equipment

In the process of amalgamating police services there are one time start up costs that are incurred by the municipality in creating the new policing model. These costs are for the purchase of new equipment and additional

information technology. In the Northumberland process, the OPP have quoted start up costs for the following items:

Cost of 49 Firearms	\$ 53,789
Costs of 49 Uniforms	\$166,845
Use of Force Equipment-12	\$ 1,687
Special Constable Uniforms	\$ 31,224
59 Portable Radios	\$ 65,372
16 Vehicle radios	\$186,672
2 Beat Radio Systems	\$ 40,000
16 Spike belts	\$ 12,080
12 Drager Road Side Testers	\$ 16,788
2 Satellite Computer Servers	\$ 2,500
One time computer programming	\$ 20,463
Use of Force-Shot Guns, Rifles, etc	\$ 11,888
Total:	\$609,318

In presenting these costs in their proposal the OPP calculate the expenses as having to purchase the equipment as new. If the Port Hope or Cobourg Police Service have equipment that meets the OPP specifications then the OPP will purchase that equipment at fair market value and reduce these one time start up costs by that amount.

The same process applies for police vehicles and other equipment that the municipal police service possesses at the time of the amalgamation.

Severances:

One of the potential financial implications associated with disbanding and amalgamation of municipal services is severance costs for the employees affected. In some police amalgamations the municipalities were liable for significant severance costs because the collective agreements for those services had provisions requiring the payment of severances for uniformed officers even though they were guaranteed jobs and, in fact, did just simply transfer from the old service to the new service.

The County retained the law firm of Hicks Morley, Barristers and Solicitors, to examine the existing collective agreements with both the uniformed officers and the civilian employees and the employment contracts of the senior officers and to provide a legal opinion related to severance liabilities and responsibilities.

If a change is made to a County-wide OPP service, all existing Cobourg and Port Hope uniformed officers will be offered the same or similar employment with the new OPP service without loss of wages or seniority. In fact, the former local Cobourg and Port Hope uniformed officers are guaranteed that they would continue to be employed in their respective local communities for three years. Hicks Morley have offered an opinion that it is unlikely that any severance liability will arise with respect to the uniformed officers.

There are also collective agreements between the two Police Services and their civilian employees. If a decision is made to go to a County-wide service with the OPP with enhanced civilian entry, the OPP will only require an additional 5 full-time equivalent civilians (10 part-time positions) to its staff complement for this activity. Presently, Cobourg and Port Hope Police Services employ 50 full and part-time civilians within the County of Northumberland. Neither service provides a civilian record entry capability. The OPP policing model will operate with 21 full-time and five part-time fewer civilian support positions. Both Collective Agreements state all civilian members will be offered the same or similar employment with the new police service. If these redundant civilian employees are not offered employment by the OPP, the Cobourg and Port Hope Police Services will likely have a severance liability.

With respect to the senior officers, Chiefs and Deputy Chiefs, their employment contracts provide for protection against loss of seniority, salary or benefits. It is not possible to pre-determine what the rank of the senior officers will be with the OPP. It is therefore not possible to comment with a high degree of certainty with respect to liabilities associated with the four senior positions. All four positions would be guaranteed positions with the OPP under the same provisions as apply to the uniformed officers.

Buildings:

In the OPP proposal the costs for accommodation and building maintenance for the 130 Full Time Equivalent (FTE's) are included in the OPP costs. These costs are determined on a per position basis. The OPP proposal also includes costs such as telephone, computer equipment and maintenance.

If the OPP proposal is approved, the County of Northumberland will provide accommodation in the Port Hope and Cobourg police buildings for some of the officers and civilians. The OPP will reduce their building and other accommodation costs for the number of employees/officers working in the municipally provided buildings.

In an OPP contract the OPP cannot develop reserves for buildings or equipment purchases. The OPP contract proposals are based on a full-cost recovery requirement that allows OPP billings for only the municipal services actually used. Any cost recovery by the OPP for any services they provide must be returned to the County of Northumberland.

8.5 REFERENCE SCREENING PROGRAM

Both the Port Hope and Cobourg Police Services generate revenue from providing background checks for governments, organizations and businesses. The County has received written confirmation from the Deputy Minister of Community Safety and Corrections that allows for the continuation of this service if the local Police Service Board, i.e. a County of Northumberland PSB, directs the OPP to continue this service. For this reason the financial analyses as part of this Study have not included the financial impact of these potentially offsetting revenues for either the Status Quo costing or the OPP County-wide model.

9. Non-Monetary Considerations

9.1 POLICE SERVICE BOARD PROPOSAL:

The County of Northumberland would be served by a five member Police Services Board. The County selects three Board positions consisting of the Warden, or his/her designate; an appointment from County Council determined by the County Council; and an appointment by the County Council of a citizen representative who can neither be a member of Council or an employee of the County of Northumberland. The Province will appoint two Board members.

It is recommended that Board appointments be for a minimum three year period.

Other communities studied in the Northumberland process strongly recommend that the appointment of all Board positions be based on competency rather than on constituency basis. The competency based Board approach eliminates a secular focus developing by the Board members and leads to a broader interpretation of the total community needs.

9.2 COUNTY COUNCIL/PSB/COMMUNITY POLICING COMMITTEES

In an Appendix of this report are two documents prepared by the consultant which describe the relative roles and responsibilities of the municipal Council (County Council), the Police Service Board and the Community Policing Advisory Committees across the County's seven member municipalities. The documents are based upon a "best practices" review of other OPP and Council/Board/Committee relationships throughout the Province. The two documents outline the optimum structural and procedural arrangements to ensure the policing service is effective and responsive to local community needs and individual concerns on an ongoing basis.

The costs and the expected savings of a single county-wide Police Services Board was described in Section 2.7. The costs savings are expected to be approximately \$153,047.

9.3 IMPACTS ON COBOURG AND PORT HOPE STAFF

If a decision is made to move a County-wide OPP service all uniformed members of the police services will be offered employment in the OPP. The Commissioner of the Ontario Provincial Police can withhold offering employment to officers on sick leave or alternate duties until these officers are medically certified able to perform regular police duties. The Commissioner may also refuse employment to officers who have been convicted of criminal offences. All Port Hope and Cobourg uniformed officers are guaranteed that they will continue to work within their respective communities for the first three years. For example, for both Port Hope uniformed officers and for Port Hope citizens, the only difference that would be noticed is the officers would be wearing different badges on their uniforms. The experience in other communities which have transitioned to an OPP service is that some officers prefer after three years to remain in their original communities while others take advantage of promotional opportunities within the OPP and relocate to other communities.

The move to county-wide policing will result in some job losses for civilian positions at the Port Hope and Cobourg police services. The OPP were required to commit to the hiring of as many of the displaced civilians as required to fill any new civilian positions in the policing model provided these employees had the skill set to perform these positions.

If the County of Northumberland accepts a recommendation to proceed with a Civilian Entry system there will be additional civilian positions offered to the displaced civilian employees. At this time it is anticipated that there will be approximately 21 full-time and 5 part-time redundant civilian employees.

10. STUDY CONCLUSIONS

- Only one agency, the OPP, was interested in providing County-wide policing in Northumberland County.
- Based upon providing the same levels of policing services as presently exist in each of the County's seven member municipalities, the NET savings after Provincial grants with a County-wide contract with the OPP is approximately \$3.7 million per year and if the County opts to go with the enhanced civilian entry model the annual savings would be approximately \$3.45 million.
- With the enhanced civilian entry model the existing uniformed officers would be significantly relieved of data entry tasks and be able to spend considerably more hours in active policing duties. Where enhanced civilian data entry is utilized, the police services experience a 25% increase in policing hours.
- If the County-wide policing costs are apportioned based upon Option #2 - Fee For Service with Rural Adjustment, all seven member municipalities would experience cost savings as follows:

Alnwick/Haldimand	\$116,381
Brighton	\$218,392
Cobourg	\$1,938,045
Cramahe	\$228,058
Hamilton	\$158,830
Port Hope	\$864,069
Trent Hills	\$172,561

- There are a number of directly comparable municipalities who have consolidated policing services with an OPP service and they all report a high level of satisfaction with both the service provided by the OPP and the operation of their consolidated five person Police Service Board.
- It is not possible to absolutely guarantee that the method of allocating the County-wide policing costs could not be changed by a future Council. The Steering Committee recommends that if County Council and its

member Municipal Councils pass resolutions supporting a move to County-wide policing that they do so with the provision that the method of allocating policing costs be set out in a Policy and Procedure which would be adopted by a County Bylaw. This would make it more difficult to adopt another allocation model.

- With an OPP service the existing uniformed officers from the Port Hope and Cobourg Police Services would be transferred to the OPP. They would be guaranteed no loss of seniority, salary or benefits and would continue to serve in their present communities for a minimum of 3 years. From all aspects Port Hope and Cobourg residents would continue to see the same officers operating out of the same police building and patrolling in the same way in their home community. The differences would be a slightly different uniform and patrol car and access to an increased number of specialists common for larger regionalized police services.
- Both the Town of Cobourg and the Municipality of Port Hope would not have to face significant imminent costs to replace their police communications systems. Port Hope would be able to avoid a multi-million dollar replacement or expansion project related to its present police headquarters. Cobourg would also avoid significant costs for its building.
- There would be one-time costs to the County of Northumberland of \$176,000 to upgrade the Cobourg and Port Hope police buildings to serve as "downtown" satellite offices.
- There would be one-time costs of a maximum of \$609,318 to equip the former Cobourg and Port Hope officers transferred to the OPP.
- There would be job losses for approximately 26 of the 50 full and part-time civilian employees presently employed by the Cobourg and Port Hope Police Services. The redundant employees would be eligible for severance payments.

11. DECISION MAKING PROCESS

11.1 THE TRIPLE MAJORITY

In the Province of Ontario before a lower tier service such as policing can be migrated upwards to the County level it must pass the Triple Majority test. In simplest terms the proposed transfer of power must pass all three of the following tests:-

1. A majority of all votes of County Council must be in favour;
2. A majority of the Councils of the seven County of Northumberland lower-tier municipalities must be in favour;
3. The total number of electors in the lower-tier municipalities that have passed resolutions under #2 above must form a majority of all the electors in the County of Northumberland.

If any one of these tests fails then the migration of the service to the County will not take place.

11.2 NEXT STEPS

From October 23, 2007 to November 15th, 2007 the County will be holding Open House/Public Meetings in each of its seven member municipalities to present the study findings. Subsequent to these seven meetings, County Council will formally request a resolution from each member Municipal Council asking whether that Council supports or does not support the migration of policing responsibilities from the lower tier to the County. It is expected that the County Council request will be issued immediately following either its November 21st, 2007 or December 12th, 2007 Council meeting. It is not known how long each of the seven Municipal Councils will take to bring the question to one of its Council meetings. It is possible that one or more of the local Councils may request additional information from the County and/or the Steering Committee before it can deal with the question. At the earliest it is not anticipated that the seven Municipal Councils will have dealt with the question by mid-February 2008. It is anticipated that the County Council decision will be made within this time frame. If the question passes the Triple Majority it would be necessary to negotiate a contract start date with the OPP and the anticipated lead time would be approximately 9 months.



Policing Study

Role of the Police Services Board Part One: Structure and Function

Prepared by
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May 2007

Introduction:

The County of Northumberland Policing Study has spent considerable effort in examining the future role of the Police Services Board in the proposed Northumberland County OPP model. There exists several large OPP contracts in Ontario and the larger locations have been visited at Stormont, Dundas and Glengary in Eastern Ontario, Wellington County in Western Ontario and locally at the City of Quinte West.

In meeting with the Chief Administrative Officers of these counties personal insight was obtained into the functionality and role of the Police Services Board, herein called the "Board", in each of these communities.

The role of the Board differed in each county but the over-riding theme of having only one five member board with clearly defined roles and relationships to the County Council was consistent throughout.

Police Services Board Structures in Northumberland County

The County of Northumberland is served by six Boards with the Town of Port Hope having the unique position of having both the OPP and the Town of Port Hope Police Services answering simultaneously to the Board members.

In Ontario all communities less than 300,000 population are legislated to a maximum of five member Police Services Boards. In the early stages of the Northumberland County study there was interest in pursuing an alternate structure that would either expand the Board or have a combined meeting format for the Board with the Council. Neither approach was considered to be viable or attainable from both discussions with the Ministry Policing Advisors and through a legal opinion on the effect such an arrangement would have on existing legislation. Early attempts by Hamilton Township to pursue similar alternate Board structures had been met by the same oppositions from the Ministry.

It is impossible to argue that the Northumberland County community with 80,000 people needed a Board larger than five members or a Board with a different representation when the City of Toronto operates successfully with just a seven member Board. Much larger and more complex communities such as the Greater Sudbury Regional, City of Kingston, City of Barrie and City of London all operate well under a five member Board. It would be futile to try and make Northumberland the exception to the five member Board rule.

Taking the position that the County policing model will be limited to a five member Board the critical question becomes how will that Board serve the

County communities equally? The second question becomes a question of how do you establish localized control and maintain localized interests at the Board level?

How will the Police Services Board serve all communities equally?

To answer this question it is necessary to examine both the construct and the functions of the new Board.

The Police Service Act purposely provides a weighted Police Services Board representation that is in the favour of the community (three Council chosen positions versus two Provincial chosen positions).

The experiences of other Counties has been that Council should approach their selections on the basis of *competency* rather than on the basis of constituency representation. Certainly in the City of Toronto and in most other municipalities Board members are chosen less on where they live and more on what knowledge, skills or abilities they can individually bring to the Board. The successful Boards also try to construct their Boards with members of some recognizable notoriety either from their professions or from their involvement in the community. This may or may not be the case with provincially appointed representatives.

To ensure the best possible representatives are chosen by the Province for the Boards the County Council should not be shy in recommending persons for Provincial appointment to the MPP or in asking the local MPP for some consultation on who the Province is considering for the appointments. This approach has proven to be successful in developing strong Boards in other Ontario communities.

Both Wellington County and Stormont, Dundas and Glegarry County commented that in the early stages of County-wide policing development they faulted in focusing improperly on equal representation. Boards were slow to develop when the Board members kept changing and there was no opportunity to develop continuity or consistency in Board functions. It wasn't until these Counties moved to longer termed members of the Board (3 to 4 years depending on the term of Council) and developed or sought Board members with personal competency that the Board itself became highly functioning and competent.

The other advantage to building a Board on competency qualifications is that the perceived under representation of one community over another is far less likely to occur. The focus should not be on whether a community is on the Board but rather on whether the persons who are sitting on the Board have a

background or knowledge of policing and/or the County such that they will act equally to fulfill their police governing responsibilities.

Mr. Mike Waddell, CAO of the County of Stormont, Dundas and Glengarry best stated this Board relationship in commenting:

" A strong Board is an asset and a weak Board is a disaster. The Board must be prepared to govern and to be aggressive with the OPP in making sure the full contract provisions are being met. SD and G made the mistake in the earlier years of changing Board municipal appointments annually which severely weakened the Board. "

Inspector Earl Johns of the Quinte-West OPP Detachment and former Chief of Police of both Carleton Place and the Town of Perth had similar cautions on Police Services Boards in stating:

"The Police Services Board should be competency based and not constituency based when you are expecting these people to oversee a \$7.3 million policing operation". At the very least, the Council, the Board and the Police must establish clear lines of responsibilities and communications and one should not cross into the other's area of responsibility."

Lastly, Mr. Scott Wilson of the County of Wellington summed up the role of the Board by stating:

"They found out the hard way that the municipal appointees to the Board should be for the full term of Council and not rotated annually or bi-annually."

Mr. Wilson did differ from others in that he sits as Secretary to the Police Services Board and that has not been problematic so far in Wellington County. Wellington County also allows their Board to negotiate and present to Council on proposed contract changes. The Wellington County Police Services Board is a strongly competency based Board and are well qualified to negotiate the Agreements.

All three County CAO's cautioned strongly on trying to organize the Board on the basis of constituency and all three insisted it is out of the question for them to ever consider again individual policing contracts or individual Police Services Boards.

How will a single Board maintain localized control and localized interests?

Obviously a large part of this question is answered in the preceding discussion on who should be appointed to the Board and what is the role of the Board and Council? The important next step is focusing on the functions of the Board and how individual policing concerns will be communicated and acted upon in a County-wide policing model.

Similarly to the discussion that a five member Board has proven to be effective in governing larger Ontario communities these same five member Boards have also been able to serve the often competing interests of all citizens in the community.

Highly Functioning Police Services Boards:

Citizens with policing needs and issues do not wait for Police Services Board meetings to seek a police response or a resolve to their immediate policing concerns. The frequency of citizens forwarding issues at Police Services Board meetings is rare. Their issues are usually more global community issues affecting the whole or a larger part of the community rather than a single individual issue. These Board based issues are seldom emergent issues requiring a quick police response.

Citizens often bring complaint issues, not about the individual officers but rather with the police service as a whole, or to express disappointment in the police service for under-filling an expectation that the police could or should have responded to in some other way. The response citizens seek often involve increased costs and often the desired police response is either not attainable either legally or practically. The Board is faced with making a decision on this basis.

In a healthy citizen/police community the bringing of issues to the Board rather than the police remains uncommon. Most concerns should and are properly addressed by a police service outside of the Board meeting. Sometimes, Board members and the police encourage individuals to present at the Board rather than have them go directly to the police administration.

The other trade mark of a highly functioning and trusting Board/Police relationship is the absence of surprises for either the Board or the police. Good Boards are characterized by open and on-going discussions between the community, the police, Board and Council. A smart Detachment Commander will keep his/her Board informed at all times of changes in staffing, changes in service direction or changes in deployment. Smart Detachment Commander also use the backing of the Board to promote proper staffing levels for the local

detachment and to ensure complement changes and secondment activity are minimized.

The Wellington County OPP and Quinte-West OPP operations were the most successful operations studied. Their success came from the Detachment Commander and the Boards having sophisticated Police Services Board reporting relationships, an outcome based system of detachment performance, and a clear mentality on the part of the Detachment Commander that his primary responsibility was to the community. Board Chairs and CAO's in these locations expressed confidence in the Detachment Commander's ability to lead and to work cooperatively with all other municipal departments. The Detachment Commanders, while acknowledging their employer is the Province of Ontario, acted as though they were jointly employed by the County and served as ex-officio County Department Head.

There is just no identified reason to believe that a municipal police Board and a provincial police Board should operate any differently within it's relationship framework with the police and the community.

Governance and Oversight:

The Board's primary function is to provide a high level of governance and oversight over the OPP policing operations in the community. They share a unique relationship in that the Board is authorized and controlled by the Ministry of Community Safety and Corrections, the Board is appointed predominantly by the Council of the municipality and it governs a police service with only the authority to monitor the performance of the Detachment Commander. The Board does not and cannot govern the actions or issue instructions to any other member of the police service, uniform or civilian. That is strictly the role of the Detachment Commander. (A Municipal Police Services Board also has governance authority only over the Chief of Police and to no other municipal police service members.)

Annually the OPP provides an estimate (or budget) for it's police operations. That estimate covers 21 areas of the operations ranging from salary and benefits to vehicle and accommodation costs. The costs are all driven from the Full-time Equivalent Employee (FTE) costs of each position. Therefore, concentration by the Board on the actual staffing levels versus the estimate staffing levels becomes particularly important for the Board and the community.

The OPP also guarantees a set number of hours of policing services to be supplied in each contract location. The number of hours in the Northumberland County proposal will be a minimum of **161,164** hours per year. In all OPP policed communities in Northumberland County the OPP have consistently operated at

less than their annual cost estimates while most often providing more hours of patrol than guaranteed. In other words, the OPP have always been under budget in Northumberland County.

An informed Board should monitor monthly whether the OPP has delivered the hours of patrol the OPP promised to deliver in the contractual Agreement and any amount of discrepancy or under-servicing that is occurring. If discrepancies are occurring the Board should make the necessary enquiries and seek justifiable reasons and a corrective strategy from the Detachment Commander. The Board, to say the least, must be strategically focused in its approach with the OPP.

In an OPP contract service the Board must ensure the OPP is fulfilling its obligations to provide police services in accordance with the Police Services Act and its Regulations. The Board is empowered to pass by-laws consistent with the policing mandate and the individual needs of the community but the Board cannot pass a by-law or policy that repeats or is inconsistent with an Ontario or Federal Statute or Regulation, or a policy that is contrary to any OPP provincial policies.

Typically, the OPP Board makes policies in areas of cost recovery for some OPP police services or to establish local by-laws involving parking of vehicles, noise by-laws, littering, licensing fees and tow service agreements.

The OPP will not enforce by-laws related to animal control or building standards. The proposal for policing on Northumberland County also anticipates the Parking Authority officers will continue as municipal employees and under municipal administration.

The OPP Board will receive reports on the number of Police Services Complaints and complaints about individual OPP officers but they will not be entitled to the details of the complaint or of the name of the officer involved. The Board will also have the authority to approve individual OPP officer requests to conduct Secondary Employment.

Participation in Detachment Commander Selection:

The OPP Board will not have the responsibility to directly hire the Detachment Commander. That function will pass to the Council who will have the opportunity to participate as a member of the selection panel. Council will have the ability to delegate that role to the Board Chair or designate but it is not recommended that they do so. This is an important decision and one that the Council should retain.

Council should be insistent on representation on the selection panel. The OPP in several recent selections have by-passed the community selection process and Northumberland County should not allow internal OPP selection to occur.

It is within the scope of the negotiations for the County to insist on a Detachment Commander selection process. That would be beneficial to the community as the new police service forms. That new police workforce will contain both amalgamated and former police service members and new communities now being policed by the OPP. It is strongly recommended that a process should be held to confirm or, if deemed beneficial, change the existing management personnel as the new policing model evolves. However, the eventual decision on the Detachment Commander will be that of the OPP.

Management Reviews:

If the OPP or the Board/Municipal Council become dissatisfied with the Detachment Commander's performance any party can ask for a Management Review. A Management Review is an internal audit by the OPP of the performance of the detachment management. If the performance of the detachment has been such that the deficiencies are not able to be resolved or community relationships are adversely affected then the Detachment Commander (and other managers) is removed and a new competition is held. Peterborough County Detachment has just gone through such a review, with the Detachment Commander being re-assigned and a new selection process commenced. This also occurred in Stormont, Dundas and Glengarry.

While this process is always available to the Council and Board it should be used cautiously due to the detrimental effect such a move has on the career of the senior OPP officer who is the Detachment Commander. At the same time, an under-performing detachment commander will result in increased policing costs to the community and in a \$14-million dollar per year operation the community should expect a high level of leadership performance and accountability.

Setting Local and County-wide Priorities

The Board, not Council, has the legislated responsibility to monitor the performance of the Detachment Commander, to determine local objectives and priorities for the OPP service, determine what reporting the Detachment Commander is to provide to the Board, and to monitor the Detachment Commander's operations of the police complaints processes.

The OPP have used a system of annual Business Planning that involves consultation with the Board, Community Policing Committees, agencies and key community groups. Boards have tended to miss the importance of the

opportunity this process creates for developing a focus on key community safety issues. The Board should over-see this annual process, exercise it's right for input and ensure the Business Plan going forward contains specific, measurable and meaningful outcomes. The OPP should be made to report to the Board on a determined frequency (i.e. quarterly) so that the OPP performances in meeting the goals of this plan are being accomplished.

The Council has the responsibility under the Police Services Act legislation to provide adequate and effective policing services for the community. Included in this responsibility is the joint responsibility with the Ministry to ensure the proper functioning of the OPP police services and the Northumberland Police Services Board.

Police Services Board Costs:

The costs for operating the Police Services Board is the responsibility of Northumberland County. In 2005 the costs of operating the seven Police Services Boards in Northumberland County was \$133,186 and in 2006 those costs rose to \$173,047.

Police Services Board Costs 2005 and 2006

	2005	2006
Town of Cobourg	\$79,275	\$114,859
Town of Port Hope	\$25,197	\$27,031
Municipality of Trent Hills	\$3,360	\$2,740
Municipality of Brighton	\$11,148	\$8,408
Township of Cramahe	\$3,900	\$1,638
Township of Alnwick and Hadimand	\$10,306	\$11,726
Township of Hamilton	See Cobourg	\$6,645
Total:	\$133,186	\$173,047

The operating of the individual Boards is proving expensive and well above the costs of operating similar sized Boards in Ontario. These costs also reflect the much higher costs to operate municipal based Boards versus OPP Boards. Considering that the negotiation and Collective Agreement costs and legal services costs faced by municipal Boards will be transferred to Ontario the costs to operate a single Police Services Board is expected to be no more than \$25,000.

The electronic formatting of the OPP reporting system and the standardization of many of the OPP reports from the Ministry of Finance, OPP Corporate, Regional and Detachment data basis effectively reduce costs for the production of reports required by the Board and eliminate the need for full-time or part-time civilian support positions to serve the Board.

Summary:

The role of Police Services Boards in both a municipal and provincial police service is different. While there is a perception of greater control over the police service in a municipal Board structure the actual performance controls are the same if not heightened in the OPP Board model.

An effective Board focuses on competency qualifications of its members. It seeks members who have the knowledge, skills and ability to perform the governance function. The Board is not driven in one direction or another except on the basis of validated information and a propensity to serve the whole of the community equally. Board members with either professional accreditations, such as legal or accounting, combined with recognized community leadership make the strongest possible Board compositions.

The five member Board will function equally to any other Board configuration. This Board will hold a representative weight in favour of the municipality over the province but in all cases of my attending at Boards I found it impossible to separate the individual Board members on the basis of whose interests they represent. They consistently acted equally with their only interests being the betterment of the whole community.

Unfortunately there are few Boards that reach the degree of oversight expected by the legislation. Most have become too close to the police service to be independent and they lose the willingness to hold police services publicly accountable. In the process they revert to becoming only advisory Boards relying on the police to set the Board agendas, provide their information and often to direct the proceedings. One of the shortcomings of Police Services Boards is that they generally hold their meetings in the Police Headquarters building where the public would be inhibited to speak freely of their concerns or to attend at all.

The Board represents the community and it must serve the community interests not the interests of the police. The Board works in conjunction with the police but it must also be prepared to hold the Detachment Commander fully accountable for OPP contract compliance and service delivery.

In the OPP contract model, according to CAO Mike Waddel of the County of Stormont, Dundas and Glengarry " The strong Board must be aggressive in it's governance and dealings with the OPP to make sure the full contract provisions are being met."

Inspector Earl Johns, City of Quinte-West OPP also commented that his experience with Police Services Boards are that "the Board members don't know their responsibilities well and they are too close to the Chief of Police/Detachment Commander to negotiate policing costs properly." He indicated that "City Hall" should use expert people to negotiate key policing issues".

The recommendations in this report are as follows:

1. The County of Northumberland be represented by the legislated five member Police Services Board.
2. The County of Northumberland Police Services Board should be competency based and not concerned with constituency based Board selections. Board selections should ideally be for the full term of Council unless circumstances dictate a shorter term.
3. The County of Northumberland should take an active role in the selection of the Provincial Board appointees by communicating this desire to the MPP for Northumberland County well in advance of the selections occurring.
4. That the Warden and CAO should consider whether it is in their best interests to serve the Board either as member or in the Secretary function.
5. That the Northumberland County Council should seriously consider negotiating a Detachment Commander selection process to determine the Detachment Commander in the Northumberland County OPP model. The Warden or his designate should serve on the Detachment Commander selection panel.

6. That as early as possible Terms of Reference and an Accountability Framework should be developed for the Northumberland County Police Services Board.
7. That the Board be provided professional assistance in understanding their roles, determining and developing monitoring processes for the reports it will require from the OPP and in consultation with the OPP Detachment Commander develop measurable policing program objectives for Northumberland County.
8. That the Board review all existing by-laws previously passed by the various Boards and determine their application county-wide for Northumberland County. Any by-laws that do not have a County-wide application should be voluntarily revoked by the individual Township Councils.
9. That the County arrange for the appropriate Ministry training for new Board members.
10. That the Board not be involved in the negotiations or resolution of complaints stemming from the OPP policing Agreements and that this function remain that of the County of Northumberland Council.

Part 2 of this report will focus on the reporting relationships and community consultation processes between the OPP, the Council of Northumberland County, the Police Services Board and the Community.



Policing Study

Part 2: County Council Municipal Councils and The Police Services Board Reporting Relationship

Prepared by
Mr. Jack Watkins
Consultants on Police Services Inc.
May 2007

Introduction:

Understanding the dynamics of the reporting relationships between the County Council, Municipal Councils, Police Services Boards, the Police and the Public in the OPP contract environment is critical to establishing a strong foundation for County-wide policing.

There have been several opinions expressed on the effectiveness of the multiple Police Services Board structures that currently exist in Northumberland County but the true *effectiveness* of any Board relies on the Board understanding its role in terms of the total process of municipal governance and the important nature of community/police consultations. The following report examines these relationships by identifying and defining the roles that should be played by all parties in an OPP policing Agreement

In Northumberland County the County Council will ultimately be required to demonstrate that the OPP police service is providing adequate and effective policing and meeting the regulatory expectations of the Police Services Act.¹

The Ontario Provincial Police Force meets and exceeds all of the current requirements of the Police Services Act. The OPP will undertake in their standard form Agreement to continually do so. This is a significant statement on their part and it contractually commits the OPP to meet all existing and future policing requirements including infrastructure compliance, training, vehicle, communications, equipment and staffing requirements.²

This contractual Agreement generally relieves the County of the responsibility and of several management functions related to compliance to Adequacy Standards. The County's primary responsibility is to "purchase" sufficient number of OPP staff to meet the community safety requirements and for the Board to continually evaluate the OPP compliance with Ontario Regulation 3/99-Adequacy and Effectiveness of Police Services.³

It is a strong recommendation that the Board annually obtain a statement of compliance from the OPP to satisfy Section 4 of the Police Services Act and Regulation 3/99.

¹ Section 4-Police Services Act

² Section 3,14,and 15-General Provisions of the *OPP Municipal Policing Framework: Supplement to OPP Proposal*).

³ Section 16 of the *OPP Municipal Policing Framework: Supplement to OPP Proposal*

It must be noted that the OPP can cost back the additional unforeseen cost of future compliance with any laws, by-laws, regulations or provincial standards but in the contract history of the OPP the OPP have not done so in any other community.⁴

The adjustment of OPP annual costs up or down will be directly related to the success of the police and the Board to effectively establish programs that reduce crimes and collisions, and other primary calls for services.

It is important to note that in the initial OPP contract the County is obligated to employ at least the same number of police officers as existed at the time of the policing change. This effectively limits the OPP to proceed on the basis of costing at that staffing level. OCCOPS police services dissolution hearings have created this requirement.

The Northumberland County Full-time Equivalent (FTE) police positions **for the initial contract** had to be set at 109 police officer positions. There is no similar staffing expectation for civilian support positions.

In subsequent contracts the number of OPP officers will be based on workload experience and OCCOPS does not become involved in that negotiation or approval process. In conducting the workload analysis of Northumberland County Study I am satisfied the County should take the position that the 109 positions (130 officers with provincial complement) provide more than sufficient OPP officers to meet all policing requirements.

In addition to the 109 FTE municipally provided positions the Province of Ontario will supply an additional complement of at least 21 FTE uniformed OPP positions to meet the provincial responsibilities of the Northumberland County Detachment. This effectively makes the size of the proposed Northumberland County Detachment to be 130 police officers.

The Contractual and Financial Reporting Relationship:

County Council approves the initial and all subsequent OPP contracts for police services and the Council will approve the annual estimated costs of OPP services. The Police Services Board and the OPP are not signatories to the policing Agreement. The Agreement is between the Province of Ontario and the County of Northumberland.

The OPP Municipal Policing Section acts on behalf of the Province in the negotiation process and contract signing, in calculating and providing annual

⁴ Reference: Section 23- the *OPP Municipal Policing Framework: Supplement to OPP Proposal*

OPP policing estimates and in providing final cost reconciliation adjustments at year end. The OPP Municipal Policing Section generally acts as the Contract Manager on behalf of the Province and the Ministry.

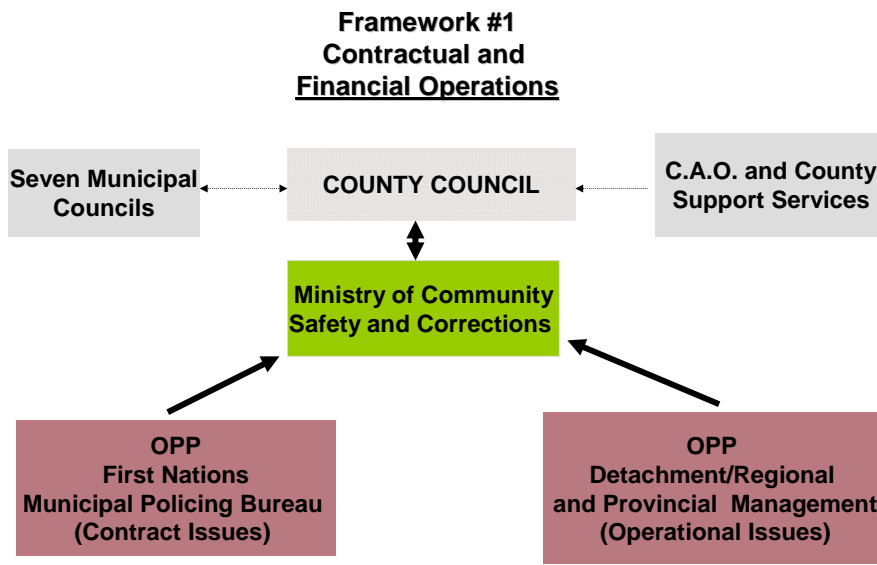
The actual policing service delivery is managed by the OPP Detachment Commander, much the same as a Chief of Police, and he/she is responsible and accountable for the OPP operations in Northumberland County. The Detachment Commander is supported by all other levels and services of the OPP Regional and General Headquarters (Corporate Supports) and the County is costed a small portion for these Regional and Provincial support services as part of the over-all cost estimates.

The cost to municipalities for OPP services are not arbitrarily set by the OPP. Regulation 420/97 of the Police Services Act prescribes the costs that can be costed to municipalities served by the OPP. In addition, the Ministry of Finance audits the OPP cost calculations formulas at least every three years to ensure the systems accurately captures OPP activity reporting data and reflect current costs of the Detachment.

Framework #1 demonstrates the relationship structure between the County Council and the individual Municipal Councils. It is through the County Council and not the Police Services Board that individual communities secure changes in their policing. This process is no different than the process being followed currently at the County level for a municipality to request more/less County provided services.

It is important to understand that the County, will administer the contract and it is the County Council that must decide whether changes in the contract staffing model or additional services are warranted. In addition, County Council must decide how OPP contract costs are to be assessed and the process for distributing any police revenue recoveries. In all researched communities, and throughout Ontario, OPP costs are levied using an equalized assessment formula.

The OPP has a consistent record of operating under their budgeted estimates in OPP contract policed communities throughout Ontario. The OPP has also proven to be a less costly police service on an equal comparison basis to the same sized Ontario communities policed by a municipal police service. Reasoning to retain the existing municipal police service of the Town of Cobourg and Municipality of Port Hope, Ward 1, will have to be based on other than cost savings.



Operational and Regular Police Services Board Relationships:

The role of a Police Services Board in an OPP contract location is less active than a Board in a Municipal Police Service. ***The fact that there is less activity on the OPP Board should not be confused with there being a lesser governance responsibility.*** The OPP Board simply has many of the police budgeting and negotiating, hiring and dismissal processes, professional standards and disciplinary functions, legal actions, equipment approvals, benefit acquisitions, and many other decisions related to policing transfer to Ontario under the Ministry's contractual obligations to provide these services to the County as part of the OPP policing Agreement.

Primarily the Board needs to focus on the close monitoring of the OPP for compliance with the contracted OPP services commitments. The Board directly oversees and monitors the performance of the Detachment Commander and the Board will set policy and create local by-laws similar to the Municipal Police Services Boards. The OPP Board will approve requests for Secondary Employment of OPP members, reports on the Detachment Commander's informal resolution of policing complaints, reports on formal policing complaints and their dispositions, and it will receive such other reports from the OPP Detachment Commander as the Board reasonably requests.

The Board also forms the majority membership of the selection panel in the appointment of a new Detachment Commander.⁵

The Board plays a significant role in the contract Dispute Resolution process when the Board determines the OPP services are differing from the contractual commitments the OPP have made to the County. The Board is expected to follow a resolution process that engages the Detachment Commander, Regional Commander and the Commissioner when the issue relates to deficiencies in OPP service delivery.

The Council is expected to proceed on the same basis if the issue is financial or contractual but with the additional steps of mediation and arbitration.⁶ The Board has no official role in the resolving of disputes related to financial or contract matters.

A more detailed examination of the role of the Police Services Board and its composition has been described in the report entitled " Role of the Police Services Board: Structure and Function."

Framework #2 demonstrates the Operational and Regular Police Services Board Operations and shows the various reporting relationships of the Board.

It is important to keep the roles of County Council separate from the role of the Police Services Board. ***In the most elementary sense the Council is involved in negotiating the contract and what it provides and the Board is responsible to the County for ensuring that the County is receiving the OPP services it purchased.***

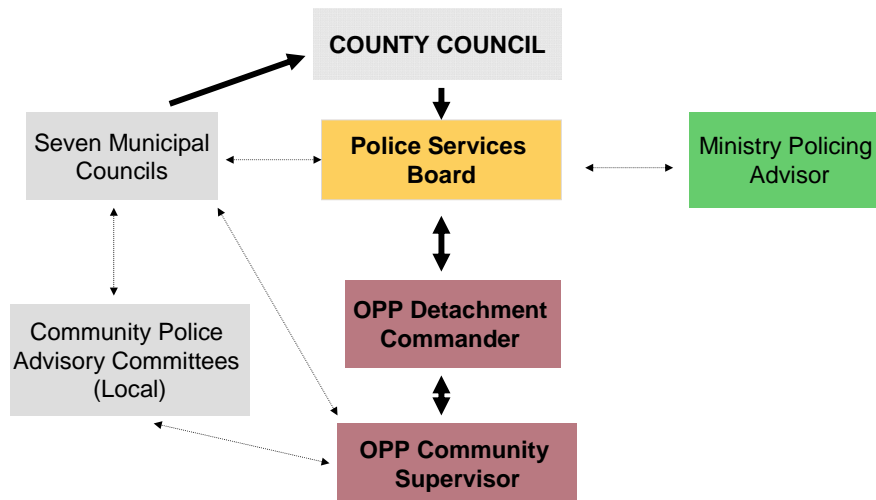
To accomplish its mandate the Board needs to continually liaise with both the County and Municipal Councils to ensure the Board understands the individual community needs. Both County Council and Municipal Councils need to work through the Boards to determine the broader community policing objectives.

The OPP, through its Business Planning Process and through the Board should be held accountable for the accomplishment of specific, measurable, and realistic performance objectives that ensure policing services are being provided that meet the community needs. The Board should also track other important OPP reports that ensure the contractual hours are being provided to the community, overtime usage is reasonable and monitor closely changes in staffing levels and secondment activity.

⁵ Section 4, 5, 16, and 27 of the *OPP Municipal Policing Framework: Supplement to OPP Proposal*

⁶ Section 25, 26 of the *OPP Municipal Policing Framework: Supplement to OPP Proposal*

**Framework #2
Operational and Regular
Police Board Operations**



In the Northumberland County proposal it is expected that the OPP will appoint a Sergeant Community Liaison Supervisor per Municipal/Township community.

That Supervisor will be the primary contact to both the Community Policing Advisory Committees and to the Municipal Councils. This OPP Supervisor will have the responsibility to ensure OPP services are being properly delivered to individual communities and it gives the Municipal Council consistency in their dealings with the OPP on day-to-day policing issues effecting their community. This Sergeant-Supervisor should be expected to attend at the Municipal Councils as often as the Council determines but it should be no less than a quarterly attendance to appraise Council of OPP activities in that community.

If a policing issue is one that affects other County communities or the issue cannot be resolved by the Sergeant-Community Supervisor the Community Supervisor should carry the issue upward through the OPP Detachment Management structure to the Detachment Commander. If the issue is not able to be addressed at that level, then the matter should be brought to the Police Services Board for direction and to ensure the Board remains informed of all unresolved policing issues.

At all times a Municipal Council can bring concerns directly to the Police Services Board. The Board has to be cautious to not circumvent the OPP Supervisors and

Detachment Management and should allow the OPP a response on each issue. The Board must fully understand that they have a direct monitoring role of the Detachment Commander only. The Board does not direct the operations or responses of the OPP at any other level.

County Council needs to restrict its activities to financial and contractual issues. Difficulties have arisen in other communities where these responsibility lines become hazed. Operational issues should rest with the OPP and the Board only.

County Council and Municipal Councils can direct or make enquiries of the Board and either Council can request reports from the Board on any policing matter. Councils should maintain confidence that both the Board and the OPP can collectively resolve policing issues. If there is a lack of confidence then either the County appointments to the Board or the Detachment Commander can be changed either by an act of Council or by requesting a review of the OPP Detachment Command.

In other large OPP contract locations the OPP Detachment Commander attends at regular monthly County Council meetings and serves Council in a similar capacity to a County program manager. Through this process the Detachment Commander develops working relations with all members of Council, other County Departments and often contributes to resolutions of County issues that may not directly relate to policing. This also gives all County Councilors and staff opportunity for informal discussions on police issues and to identify emerging community concerns. It should be an expectation that the OPP Detachment Commander attend one County Council meeting per month in Northumberland County.

Community Policing Committees exist in most communities in Northumberland County and these Committees serve a support function to the policing operations. It is reported by the OPP that these Committees will continue to exist in the proposed OPP model. The supervision and training of the community volunteers and the approval of their activities is a function of the police and not the Board. The costs of maintaining Community Police Offices and volunteer committees will be a County expense.

The OPP Northumberland proposal also includes an Auxiliary Policing Program and that program is fully managed by the OPP. There are no costs to the County of Northumberland for the training, equipping or operations of the OPP Auxiliary Unit in Northumberland County.

The use of volunteers, the Auxiliary Police Unit and their activities should be reported to the Board as part of the over-all OPP services being provided in Northumberland County.

Individual Community Input and the Police Services Board Relationship:

Individual citizens need to have quick and easy access to their policing service regardless of the size of the service. The new police service proposed by the OPP for Northumberland County is substantially larger than what exists in most OPP communities. Drawing on the experience of Wellington County, Stormont, Dundas and Glengary and the City of Quinte West all three communities commented that it is only a perception that a close working relationship with the police was lost in moving from a municipal police service to an OPP service. Partly because of the fact that the same officers that were formerly municipal police officers continue to patrol the community now as OPP officers but mostly because all modern police services, the OPP included, deliver their police services from several police service sites and not from just one building. This deployment of police staffing to several satellite policing stations effectively creates a network of smaller sized community-centered policing operations that are administratively connected to the larger policing centre or headquarters.

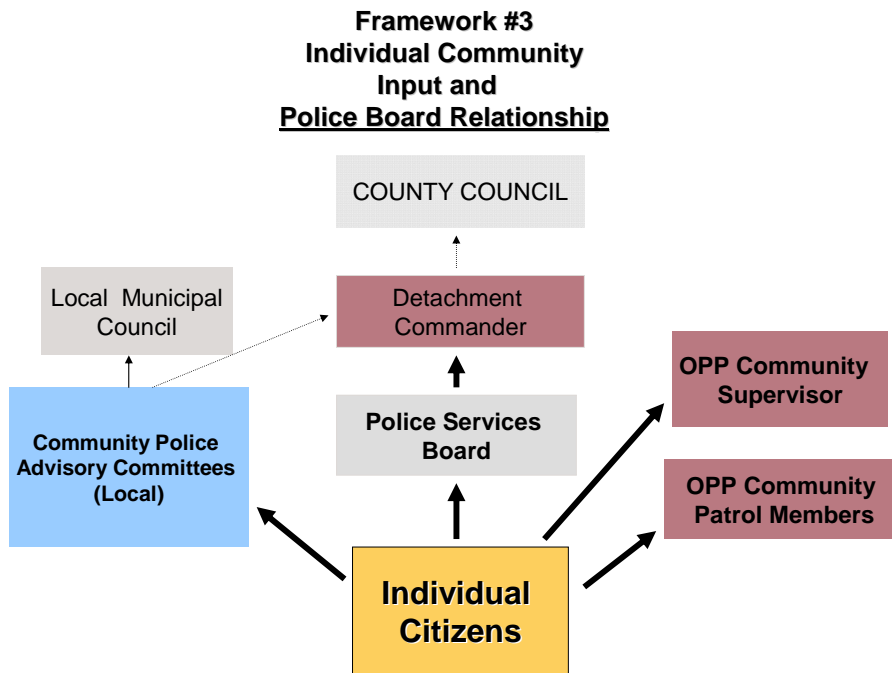
The OPP proposal for Northumberland County contemplates a series of police centres at Trent Hills, Brighton, Port Hope and both a satellite and main Operations Centre in Cobourg. Individual staffing of each police office will create a localized, same officer in the community, methodology that is commonly found in other large OPP and Municipal Police operations. The OPP have costed their services on the basis that existing police services buildings in all communities will continue to be provided by the municipalities or the province.

Individual citizens will continue to have the same direct access to their local police service. A condition of the RFP was the OPP must provide the same or better services as what currently existed for citizens in Northumberland County. That same test of the OPP proposal is what an OCCOPS Hearing will eventually evaluate.

Citizens will know their police service members, they will have access to the patrol officer, access to the OPP supervisors, and they will have the same ability to bring matters to the Police Services Board as they do now. In addition, citizens can bring issues to the police by attending at Community Policing Advisory meetings which are contemplated for each community.

The study does not find any validity to concerns that citizens will not know their community police officers or enjoy the same knowledge of their police services as they do now.

Framework #3 shows the citizen's various methods of access to the OPP police service members contemplated in the OPP proposal.



Conclusion:

One of the strongest lessons coming from the study of other OPP contract locations was that the Council and the Board must have clear lines of accountability and responsibility in order for the governance structures to work. The report on The Role of Police Services Boards: Structure and Functions read in conjunction with this report on Police Services Board Reporting Relationships should direct the formation of proper Board development if the OPP proposal for Northumberland County is approved. Both reports should also satisfy concerns that a single five member Board can effectively serve the community.

Knowing and understanding the What and When a matter is a Board or Council issue is fundamental to building a proper governance model for policing. Neither County Council, Municipal Councils or the Police Services Board should be circumvented or imposing in a County-wide policing operation. These three levels of governance should function cooperatively to ensure the OPP services continually meet community expectations.

The model presented provides several access points to the police by citizens and Municipal and County Councils. Perceptions that a community based OPP policing model results in less accessibility to the police by citizens is directly opposite to the experiences of the County of Wellington, the County of Stormont-Dundas and Glengary and the community of Quinte-West as reported by both the Chief Administrative Officers and the Chairs of Police Services Boards.

Recommendations:

1. That the County Police Services Board annually obtain a letter from the OPP Detachment Commander advising that the OPP is providing police services that are both adequate and in compliance with the Police Services Act.
2. That OPP Sergeant-Community Supervisors be appointed for each municipality in Northumberland County and that this Supervisor attend at the local municipal council at least once quarterly to formally liaise with the Municipal Councils on the policing services being provided in that community.
3. That the OPP Detachment Commander or his designate be expected to attend at least one County Council meeting per month to maintain liaison with County Council and other County Council Department managers.
4. That police officers that were formerly members of the Port Hope and Cobourg Police Service and amalgamated into the OPP be assigned to their former communities wherever possible by the OPP.

**REQUEST FOR PROPOSAL
FOR THE PROVIDING OF COUNTY-WIDE
POLICING SERVICES TO THE
COUNTY OF NORTHUMBERLAND**

Current Direction:

The County of Northumberland invited submissions for the providing of policing services to all seven communities in Northumberland County by the Town of Port Hope, Town of Cobourg, and the OPP. The Town of Cobourg and Town of Port Hope determined in mid-May 2006 that their police services would not be competing for the County-wide policing responsibility.

A Steering Committee consisting of all Mayors, all Municipal Chief Administrative Officers and Mr. William Pyatt, Chief Administrative Officer of the County of Northumberland form the Steering Committee for this study and will examine the OPP policing proposal. The Steering Committee is assisted by Mr. Jack Watkins, President-Consultants on Police Services Inc.

Background:

Over the past several months the Steering Committee had examined the policing options provided by Section 5 of the Police Services Act. The Steering Committee also considered the former proposal of a West Northumberland Policing Service.

A detailed Study Plan was developed and followed throughout each step of the study. All three Police services in Northumberland County were provided copies of the Study Plan and meetings were held to review the Plan with each Police Chief and Detachment Commander. The Police Services were given the opportunity for further input however there was no submissions.

In February 2006 a report entitled ***Public Consultation Information Document*** was released in advance of community consultation meetings. This report provided information on all three police services as to their current and future strengths, weaknesses, opportunities and pressures for policing county-wide. The report was also posted on the Northumberland County web-site and reference to the report was made public through newspaper advertisements for the public consultation meetings. That report can be found at www.northumberland.ca.

Between March 7th and March 22, 2006 a series of Public Consultations were conducted in all seven municipalities. This consultation process provided more

detailed input on all police services and answered questions on both the study and policing from Municipal Councils, Police Services Boards and the general public. The primary intent of the consultations was to define the existing and expected future policing needs of the Northumberland County communities and to provide specific direction in the Request for Proposal.

Critical decisions have been made by the Steering Committee throughout the study. A primary decision of the Steering Committee was provided on April 12, 2006 in directing the study to restrict tendering to only the three police services serving the communities in Northumberland County. At the same meeting, the Steering Committee directed that the West Northumberland policing proposal not be studied further since this proposal had been sufficiently examined in the recent past and was determined to not be acceptable. The Phase 3-Summary Report detailing the findings of the public consultation process was presented and then placed on the Northumberland County web-site for public viewing and feedback.

On April 24th letters seeking the interests of the three police services, Town of Cobourg, Town of Port Hope and Ontario Provincial Police to bid for the county-wide proposal were forwarded by the County of Northumberland.

The Ontario Provincial Police had received a prior request to develop a costing for the Town of Cobourg. On May 8, 2006 the Ontario Provincial Police Municipal Policing Section requested the study also obtain a resolution from the Town of Port Hope to permit the OPP access to information at the Town of Port Hope. The County of Northumberland subsequently sent that request.

As indicated, the Town of Port Hope and the Town of Cobourg both responded that neither police service would compete with the OPP for the opportunity to police Northumberland County.

It is the position of the County of Northumberland and the County Policing Steering Committee that sufficient public consultation has now been completed to determine with sufficient detail the content of the attached Request for Proposal.

Community Description:

The County of Northumberland is a community of approximately 80,000 people and consists of seven separate communities namely the Town of Cobourg, Town of Port Hope, Town of Brighton, the Municipality of Trent Hills, and the Townships of Hamilton, Cramahe, and Alnwick-Haldimand. In addition, the Alderville First Nations community is located in the Township of Alnwick-Haldimand.

Northumberland County is bordered by the Regional Municipality of Durham on the west (Region of Durham Police Services), the City of Quinte-West (OPP) on the east and County of Peterborough (OPP) on the north. Lake Ontario forms the southern boundary. The Ontario Provincial Police have full responsibility for the waterways policing of Lake Ontario, Rice Lake and the Trent-Severn Waterways, the policing of Alderville First Nations and for the policing of the 75km section of Highway 401 in the County of Northumberland.

This Request for Proposal is for the policing of those remaining parts of the County of Northumberland where the OPP would be required to provide municipal policing under a Section 10 *Police Services Act* policing Agreement.

Existing Police Services:

Town of Cobourg:

The Town of Cobourg and Ward 1 of the Town of Port Hope are policed by a municipal police service. All other areas of Northumberland County are policed by the OPP.

In 2005 the policing of Hamilton Township was the responsibility of the Town of Cobourg Police Service. On January 1, 2006 the policing responsibility for Hamilton Township changed to the Ontario Provincial Police resulting in a Section 40 Police Services Act restructuring hearing. On April 28, 2006 the Ontario Civilian Commission on Police Services determined the proper staffing level for the Town of Cobourg Police Service to be 31 members consisting of 30 members plus one member on long term disability.¹ The actual decision is clear

¹ Ontario Civilian Commission on Police Services decision 06-03 released April 28, 2006.

that the service is to reduce to 30 members if the member on disability returns to duty or subsequently terminates employment with the Cobourg Police Service. The policing strength of the Town of Cobourg Police Service is considered to be 30 members for the purpose of this study.

The approved staffing of the Town of Cobourg Police Service is:

<u>Administration</u>	<u>Criminal Investigation</u>	<u>Community Services/Media Relations</u>	<u>Uniform Branch: Four Platoons</u>
chief of police - 1 senior officers - 2	sergeant - 1 detective constables - 4	constable - 1	sergeants - 4 constable - 17
TOTAL: 30 (Actual 32)			

The Cobourg Police Service also utilizes a number of civilian staff. The civilian staff perform office administrative support functions as well as communications, court security, property identification, and janitorial services. That civilian complement is assigned the following tasks. ²

CIVILIAN COMPLEMENT	
<u>ADMINISTRATION</u> administrative assistant - 1 full-time budget clerk - 1 part-time	<u>PROPERTY IDENTIFICATION</u> identification technician - 1 full-time property clerk - 1 part-time
<u>COURT SERVICES</u> court officer - 1 full-time assistant court officer - 1 full-time clerk - 1 part-time court security officers - 8 part-time	<u>COMMUNICATIONS</u> supervisor - 1 full-time communicators - 8 full-time communicators - 5 part-time
<u>GENERAL OFFICE</u> criminal record clerk - 2 part-time general clerk - 1 part-time	<u>BUILDING</u> custodian - 1 full-time
TOTAL: 33 (14 full-time and 19 part-time) 21 part time	

In 2005 the Town of Cobourg Police Services actual expenditures for policing the Town of Cobourg were \$4,101,435. The population base is 18,201. The Town of Cobourg Police Services costs in 2005 for policing the Township of Hamilton were \$1,080,583. The Township of Hamilton has a population base of 10,785.

² Ibid, OCCOPS decision 06-03.

These costs do not include the costs of operating the court security unit, which was an additional **\$438,857**. If Court Security Units costs were added to the Cobourg 2005 costs, the Police Services costs would be \$4,540,292. The annual costs do not include any cost assessments for operating the criminal record screening unit.

Town of Port Hope:

The Town of Port Hope consists of two Wards. Ward 1 is the former Town of Port Hope and Ward 2 is the former Hope Township. The Town of Port Hope Police Service polices Ward 1 and the OPP Northumberland police Ward 2.

The approved staffing of the Town of Port Hope Police Services is:

<u>Administration</u>	<u>Community Services/Media Relations</u>	<u>Uniform Branch: Four Platoons</u>
chief of police - 1 deputy chief-1	constable - 1	sergeants - 4 constable - 18
TOTAL: 25		

The Port Hope Police Service utilizes civilian positions generally in an administrative role. The Police Services does not have Court Security responsibilities.

CIVILIAN COMPLEMENT	
<u>ADMINISTRATION</u> administrative assistant - 1 full-time office manager- 1 full-time	<u>COMMUNICATIONS</u> Supervisor-1 full time (Special Cst) communicators - 5 full-time communicators - 4 part-time
<u>PROVINCIAL OFFENCES</u> Provincial Offences - 1 full-time	<u>FREEDOM OF INFORMATION</u> FOI Coordinator-1 full-time
<u>GENERAL OFFICE</u> general clerk - 1 full-time	<u>BUILDING</u> custodian -nil.
TOTAL: 15 (11 full-time and 4 part-time)	

In 2005 the Town of Port Hope Police Service actual expenditures for policing in Ward 1 was \$2,960,003. The population base is 12,350. In calculating the 2005 costs the operation of the criminal record program and the Parking Authority are not included.

In 2005 the Ward 2 OPP policing costs were \$530,940. The population base is 4,117. The OPP complement in Port Hope Ward 2 is the proportionate allocation of the total staffing of the Northumberland County Detachment.

<u>Administration</u>	<u>Criminal Investigation</u>	<u>Uniform Branch:</u>
Inspector - .07 position Staff Sergeant-.07 position	No specific designation.	Sergeant-.36 position Constables - 4.30 positions

* All Positions are full-time positions.

The OPP civilian complement assigned to Port Hope Ward 2 is:

<u>Office Administration</u>	<u>Caretaker</u>
Office Administration -.43 positions	.21 positions

The total 2005 policing costs for the combined Ward 1 and Ward 2 in the Town of Port Hope is \$3,490,943.

OPP Policed Communities:

The OPP police the remainder of the County of Northumberland from three operational bases in the Town of Cobourg, the Town of Brighton and the Municipality of Trent Hills. The OPP police the County of Northumberland using a fully integrated cost-recovery model.

The approved staffing of the OPP services in Trent Hills, Brighton, Cramahe, Alnwick Haldimand and Hamilton Township in 2006 is as follows:

<u>Administration</u>	<u>Criminal Investigation</u>	<u>Uniform Branch:</u>
Inspector - .71 position Staff Sergeant-.71 position	1- Regionally provided Detective Sergeant. (without cost)	Sergeant- 4.58 positions Constables - 47.96 positions

* All Positions are full-time positions. The Detective Sergeant position also provides criminal investigative supervision of Ward 2 Port Hope.

The approved civilian staffing for the OPP services in Trent Hills, Brighton, Cramahe, Alnwick-Haldimand and Hamilton Township in 2006 is as follows:

<u>Office Administration</u>	<u>Caretaker</u>
Office Administration -4.14 positions	2.16 positions

Communications operator costs for the OPP are included in the annual fees for services charged to each community. An actual number of communicators is not defined by the OPP since the OPP communications system is on a shared, integrated basis with all OPP policed communities in Ontario.

Total Policing Costs in 2005 for Northumberland County:

The total policing costs paid by all communities for policing services in 2005 without the inclusion of municipal police criminal screening programs **and court security officers** was **\$13,450,857**. The policing costs on a community to community basis in 2005 were as follows:

<u>Municipality</u>	Actual Amount
Town of Cobourg	\$4,101,435
Town of Port Hope-Ward 1	\$2,960,003
Town of Port Hope-Ward 2	\$ 530,940
Municipality of Trent Hills	\$2,227,073
Municipality of Brighton	\$1,086,887
Township of Hamilton	\$1,080,583
Township of Cramahe	\$ 733,483
Township of Alnwick-Haldimand	\$ 730,453

The total police uniform and staffing levels for 2005 for all police services in Northumberland County, excluding court security officers, were:

	<u>UNIFORMED POSITIONS</u>	<u>CIVILIAN- FULLTIME POSITIONS</u>	<u>CIVILIAN-PART TIME POSITIONS</u>
Cobourg	30 positions	14 positions	11 positions
Port Hope	25 positions	11 positions	4 positions
OPP	58.76 positions	6.94 positions	0 positions
<u>TOTAL:</u>	113.76 positions	31.94 positions	15 positions

The following requirements define the minimum content of the Request for Proposal (RFP). In submitting the tender the OPP police service can expand on any of these critical areas or include other services that would be provided which have not been detailed in the RFP.

Policing Requirements:

Preamble:

The County of Northumberland will expect that police services engage in on-going accurate crime, traffic and calls for service analysis so that the policing emphasis is continually on the prevention of incidents and the reduction of the victimization of County residents.

1. Crime Prevention and Crime Analysis Capability:

In providing community-based crime prevention initiatives how would your police service undertake such initiatives and how would your police service develop both effective crime analysis and crime prevention programs in Northumberland County?

In November 2006 Commissioner Fantino implemented a new accountability framework referred to as “Results Driven Policing”. This framework will allow the Ontario Provincial Police to ensure that our efforts are making a difference. “Results Driven Policing” is modeled around a proven system that is credited with dramatic decreases in crime and victimization levels across the United States and Australia. This framework addresses public safety through targeted Crime and Traffic law enforcement by way of a streamlined reporting process, statistical analysis and allocation of resources to meet high priority operational issues within a community.

The RDP Accountability Framework leverages the superior resources and capabilities of the OPP, and will be based on the following five principles:

1. Crime and Traffic objectives;
2. Timely and accurate statistical information;
3. Effective strategies and tactics;
4. Rapid deployment of personnel and resources; and
5. Relentless follow-up and reaction.

Fifteen Crime and Traffic objectives have been identified by Commissioner Fantino to be measured. Data will be extracted in a timely manner at the beginning of each month, primarily from the OPP's Niche RMS database, and released in a RDP report. The RDP reports identify detachment level crime and traffic hotspots. The Detachment Commander, along with Regional Command staff, is expected to take the information and develop effective strategies/tactics to address those areas of local concern.

What current systems/resources exist in your police service that:

a). assists in determining the need for directed community patrols;

The OPP subscribes to Cognos. Cognos is a company that provides Business Intelligence software and services to its subscribers. "Business Intelligence Cubes" are available to OPP management and designated members of the OPP throughout the province in order to analyze statistical data for all levels of the organization. This is a very sophisticated tool that extracts information from both our Records Management System (RMS) and our Daily Activity Reporting (DAR) program and organizes the data based on parameters set by the user. Some of the parameters a user might select in determining the need for directed community patrols are:

- Total calls for service
- Calls for service by offence type
- Offence types by location or specific address
- Offence types by hours of the day
- Offence types by days of the week

These parameters enable the Detachment Commander to identify trends through analysis and provides targeted deployment of resources to specific locations during days of the weeks and times of the day that are identified as to when incidents are occurring.

b). provides analysis of call load and public disorder complaints;

The Records Management System utilized by the OPP is NICHE. These systems in conjunction with the Business Intelligence Cubes noted in section 1(a) provide valuable information and analysis of calls for service for both identified areas ie, a municipality as well as call load per officer enabling us to deploy the workload evenly within a detachment boundaries to ensure that all municipalities receive adequate and effective policing. This system also has the additional capability to electronically develop crime statistic reports. These reports outline the type of calls for service, the status of those calls, clearance rate and the number of charged persons, as well as identifying whether the charged persons are male or female, adults or youth.

c). Provides access to criminal intelligence for the patrolling members of the police service.

All members of the OPP have access to our Records Management Systems, NICHE and DAR electronically at any Administration Centre or Detachment throughout the Province of Ontario. While on patrol officers have access to all of these systems through the Communications Centre. Each Communications Operator has access to our records management system, Canadian Police Information Centre (CPIC), Police Automated Record Information System (PARIS), Interpol, and the National Crime Information Centre (NCIC) to ensure that our officers on patrol in Northumberland County have the most up to date information available to deal with all types of situations.

In expanding these capabilities to a county-wide responsibility what additional resources will be required for your police service to develop or expand it's capabilities for comprehensive crime analysis and crime prevention in Northumberland County?

If any or all of these functions are to be provided by another police agency specify whether any agreements exist, including costs, and whether these shared services arrangements are portable to county-wide policing.

Both the Cobourg Police Service and the Port Hope Police Service are utilizing the NICHE records management system. The availability for data from these systems would be available for analysis upon the date of amalgamation. In order to utilize the information across the county from the Daily Activity Reporting system, DAR, the reliability of this data would not be considered until all amalgamating members have training on DAR. This training will take place within the first two weeks of employment with the OPP. With the exception of the training issue identified no additional resources will be required for the OPP to expand its capabilities for comprehensive crime analysis and crime prevention for Northumberland County. All functions with respect to crime prevention and analysis will be performed by the OPP.

2. Staffing Model and Response Models:

Preamble:

Each community in Northumberland County expects that their police service will be adequately staffed to provide 24 hour response to calls for service. While there are some differences in the response time expectations and methods of response between rural and urban communities all communities must be satisfied that there are a sufficient

number of police officers on-duty to provide an emergent response to serious incidents.

The Town of Port Hope in Ward 1 and the Town of Cobourg communities should be costed on the basis of a full response model. As an option to your costing proposal the cost savings to adopt a differential response model for Port Hope and Cobourg may be identified separately in your final submissions.

The Town of Port Hope and the Town of Cobourg residents consider frequent foot patrol and bicycle patrols as an expected service level. In addition to foot patrols the existing police services also provide complimentary money security escorts as required by the municipal offices, and they also provide no-cost funeral escorts with on duty police staffing. Proposals for services need to consider this service level in making tender submissions.

In responding to emergency calls for service 24 hours per day what will be the front-line (Sergeant and Constable) staffing model that you will utilize to ensure that all seven communities in Northumberland County have an acceptable level of available police officers on duty? Define your staffing model by demonstrating the numbers of officers that will be allocated to each community.

This costing is based on an integrated detachment approach, which incorporates both municipal and provincial resources under a single administration. The Northumberland County Detachment structure will include administrative/operational detachments in Brighton, Cobourg, Port Hope and Trent Hills. All officers will be deployed from these locations. Included, as Appendix "A" is a representation of an Organizational chart outlining the proposed staffing deployment.

The Proposed County Structure

The county will be divided into an East and a West Northumberland structure with the Detachment Commander-Inspector overseeing both the East and the West Northumberland operations. The Detachment Commander will have offices in each of the Northumberland detachments. Both the east and west operations will have a Staff Sergeant-Operations Managers assigned to manage their respective operations. There will be four platoons operating on a rotating shift schedule with 24 hour 7 days per week coverage, operating out of both the East and West Northumberland detachments. Identified zones will have officers assigned each shift to respond for calls for service throughout the detachment area.

(Space)

East Northumberland will have members reporting to both the Trent Hills detachment and the Brighton detachment. These officers will respond to calls in Alnwick/Halifax, Brighton, Cramahe and Trent Hills. . Each platoon in East Northumberland will have 8 officers and a Sergeant Supervisor assigned to each shift. The West Northumberland structure will have members reporting to both the Cobourg and the Port Hope detachments. These officers will respond to calls in Cobourg, Hamilton Township and Port Hope. Each platoon in West Northumberland will have 11 officers and a Sergeant Supervisor assigned to each shift. A Sergeant will supervise the Court Case Management System including the direct supervision of two Special Constables, court security officers and other detachment support personnel. The reporting location for most of these personnel will be the Cobourg courthouse. Civilian Data entry is included in this proposal. The location of all support staff working in data entry has yet to be determined. The remaining support staff will be deployed throughout the detachments as required.

In addition to this base level of general patrol officers what additional number of officers will be required in your model to provide directed patrols for such functions as special traffic, special crime, foot and bicycle patrols and patrols of the those areas in Northumberland County where Snow Vehicle and All Terrain Vehicle patrols will be necessary? If your staffing allocation does not require additional personnel for these functions it will be assumed that these duties are completed by the regular patrol officers previously described.

In addition to the officers identified on the 8 platoons, a dedicated Detective Sergeant and 12 Detective Constables will be assigned to the Northumberland Crime Unit. An additional two constables will be assigned to work in a break and enter unit. Regular patrol officers will complete the functions identified above as special traffic, foot and bicycle patrols and patrols of the those areas in Northumberland County where Snow Vehicle and All Terrain Vehicle patrols are necessary.

What will be the **minimum** guaranteed staffing level of police officers "on-duty and on patrol" in your model before you will utilize either call-outs or overtime?

There is no identified minimum.

The Shift Sergeant in consultation with the Operations Manager and Detachment Commander would determine the minimum staffing level prior to call outs on a case-by-case basis. The minimum requirement can vary significantly depending on time of day, day of week, time of year and event taking place within the county at any given time. The Detachment Commander shall ensure staffing levels required to provide adequate and effective policing (adequate and effective police staffing will be maintained in Northumberland County).

Define any additional specialists patrol or investigative capabilities that will be provided in-house by your police service in the county-wide model.

Breathalyzer/Intoxilyzer Technicians	16
Community Services Officer/Media Relations	2
Court Case Management	2
Drug resource officers	1
Domestic Violence Coordinator	1
Crime Stoppers	1
Marine	5
Snowmobile	4
ATV	10
Emergency Response	4
Technical Traffic Collision Investigators	4
Scenes of Crime Officers (SOCO)	8
(Major Case Managers)	8
(Sexual Assault Trained Investigators)	8
(Child Abuse Trained Investigators)	8
(Trained Coach Officers)	8
(Incident Command)	4

What additional specialists capabilities will be provided from outside sources and who will provide these services? What will be the costs, if any, for the use of these external specialists? Have the outside suppliers of services provided a shared services arrangements and estimate of costs?

See Appendix “B” of this document for an overview of all services offered by the OPP to the County of Northumberland. This document is also included on page 6 of the Policing Proposal document for Northumberland County. All costs for these services have been included in the policing proposal document.

Does your police service have any servicing agreements with any other police service to provide additional police officers when required for either back-up or special event policing? If not how will special events policing like the Cobourg Waterfront Festival, Brighton Applefest, or Port Hope Jazz Festival be accomplished and what additional equipment does your police service have for on-site command capabilities at such events or to act as an Operations Command Unit for serious criminal investigations?

If required provincial resources from within Northumberland County can be utilized as well as resources from surrounding OPP detachments or other detachments within the region or the province if necessary. The Northumberland Auxiliary Policing Program may also be utilized to increase Northumberland OPP visibility.

The Detachment Commander of the Northumberland County OPP may also request the use of one of the Provincial Mobile Command Units (MCU) (not posts) posts for serious criminal investigations or special events. Each detachment is also set up with an Incident Command room. This room is designed with communications and command capabilities that can be used in the event of a serious criminal investigation or for event planning.

3.1 **Communications:**

Preamble:

The police communications system is critical to the safety of police officers and the safety of the community. As a minimum standard all police officers must be capable of reaching the base station communications unit and have the capability of officer-to-officer communications from any area in Northumberland County. Such a system must provide full coverage throughout the County of Northumberland and provide a fall-back or alternate system of communication in the event of the main communications system failing. This system needs to be operated by only trained communicators and supervised at all times by uniformed supervisors who are fully trained on the operation of the police communications system and equipment. Ideally, the police communications should be encrypted or have an encryption or full privacy capability.

Where will the Communications Centre be located for your police service?

The Provincial Communications Centre for the Northumberland OPP is located in Smith Falls.

At a minimum the police communication systems must provide 24-hour police communications coverage throughout all of Northumberland County for all mobile units and include portable communications for officers while on foot patrol. Both mobile and portable communications equipment must include *emergency assistance* (10-78) capabilities for officer safety.

a). How will your police service ensure this level of communication capability?

The Smith Falls Provincial Communication Centre has a Sergeant on duty at all times. Each Communications Sergeant is responsible for ensuring that there are an adequate number of communications operators on shift to respond to call service levels.

All officers are equipped with a personal issued portable radios. These radios enable portable-to-portable communications and portable to Provincial Communications Centre(s) (PCC) communications. All portable and mobile radios are equipped with an emergency assistance button that connects the user directly with the PCC communicator.

Dispatching services are provided through one of the PCCs that have enhanced 911 and Canadian Police Information Centre (C.P.I.C.) network participation capabilities. Communications Centres staff performs incident taking and dispatching responsibilities utilizing the OPP telecommunications system.

The OPP telecommunications system is a trunked network delivered province-wide through 170 strategically located remote tower sites. PCCs are deployed across the Province and may be contacted via 911 services, where available, or a single toll-free, direct dialed access number, **1-888-310-1122** (*OPP for Cellular phones), 24 hours per day, and seven days per week. A telephone, linked directly to the nearest PCC, is located outside each detachment to further assist the public in accessing OPP services.

All PCCs have:

- Battery and generator standby power;
- An electronic Computer Aided Dispatch (CAD) and Records Management System (RMS) for incident capture and reporting;
- Telephone service for the hearing impaired;
- Uniformed officers to answer questions of law, provide general supervision; and
- Recording of all radio and telephone conversations.

b). Who will be the communications system supplier and who will provide maintenance/repair services to the proposed police communications system? Is that repair service available 24 hours per day?

The OPP is the communications system supplier to all areas policed by the OPP. Bell Mobility provides all systems maintenance/repair services. Repair service is available 24 hours per day.

How will 9-1-1 call handling and toll-free accessibility by the public to all police offices be accomplished in Northumberland County?

As per a discussion between Mr. Watkins and Contract Policing Analyst and Case Manager on April 13th 2007, 911 is not a part of the Municipal Policing Proposal for Northumberland County. The County may wish to continue with its 911 out of one of the municipally owned buildings within the proposal, outside of the OPP policing proposal, or if the County wishes to have the OPP do the 911 dispatch a Specialized Service agreement between the OPP and the County of

Northumberland will need to be pursued. This is an area that can be discussed in further detail.

The Northumberland County, Ontario Provincial Police Communications Centre can be reached by dialing the following toll free number 1 888 310-1122. The PCC can redirect the caller to a specified OPP office by phone.

- d). Ontario Regulation 3/99 requires that the communication centre be supervised by an on-duty member of the police service. How will your police service meet the requirement for uniformed supervision in your police communications centre? Is this supervision model contained in the earlier staffing model requested in Section 2?

All Provincial Communications Centres have supervisory members on duty at all times. These positions are not specified in earlier staffing model in Appendix "A".

- e). In the event of the primary communications system failing what communications back-up systems will be in place and how will that system provide reliable on-going county-wide communications for police personnel?

All Provincial Communications Centres are equipped with battery and standby power back up. All OPP radios are programmed with backup frequencies that allow for direct car to car to PCC communications in case of failure of the main system. A common channel also allows communications with most local police services. The Ontario Provincial Police has five Communications Centres throughout the province that are available to provide assistance to each other in cases of emergency or communications failure.

- f). What will be the start-up equipment costs for supplying the complete tower, mobile, fixed and portable communications equipment necessary to meet the level of communications required?

All capital costs have been included in the proposal as initial costs for vehicle and portable radios.

- g). What will be the expected on-going annual costs to provide, operate and maintain this system to the County of Northumberland? (Do not include staffing costs.)

All costs associated with the operation and maintenance costs of the communications system have been included as a per uniform member cost of \$571.00 in the contract policing proposal for mobile radio maintenance. Please

note that the per officer cost of \$1,638 for communications support includes the costs associated with the salaries of communications operators.

- h). What will be the tower arrangement of the system and identify where towers will be located and describe each tower as a primary or repeater tower. (Only define repeater towers if repeater bases are part of your communications strategy.)

The OPP telecommunications system is a trunked network delivered province-wide through 170 strategically located remote tower sites. These towers are owned by Bell Canada.

Three towers service the County of Northumberland. The towers are located in Cobourg, Campbellford and Peterborough.

- i). Does your current police communications system have any areas where reliable police communications are not being provided in your existing police jurisdictions. **No.**
- j). How many communications operators will be on-duty to operate the police communications system? Will that system have the ability to provide dispatch services for other emergency services in Northumberland County such as fire services dispatching? Costs of providing the dispatch services to other municipal departments are not required as part of your submissions.

The Smith Falls Provincial Communications Centre has between 21 and 25 Call takers/dispatcher working at any given time, 24 hours a day. There are slight variations depending on weekends and during winter/summer seasons. Each Communication Sergeant is responsible for ensuring that there are a sufficient number of operators working at any given time to adequately respond to call volumes.

Fire dispatch is not provided by the OPP and is not included in our proposal.

3.2 **Record Entry Systems**

Preamble:

Civilian entry systems are in use in several Ontario Police Services and these systems reduce significantly the administrative and report writing time faced by police officers. The County of Northumberland study views civilian entry as both a time-saver and a cost-effective manner to deliver police services. It also has the potential to reduce the number of uniformed officers by transferring these reporting duties to more properly trained civilian entry clerks.

While the adoption of a civilian entry system may require start-up and maintenance costs they are generally considered the most efficient manner of police record recording. In the context of an amalgamated service civilian entry systems create more civilian employment opportunities for displaced civilian employees and may allow the civilian entry clerks to also maintain 9-1-1 call-taking and dispatch services for other municipal departments on a cost-recovery basis.

Will your police service model utilize a civilian entry system?

Yes. The number of members required to utilize a civilian data entry system have been included in the proposal document.

What will be the start up costs of such a system and what will be the expected annual operational costs?

(Space)

This equipment is not provided by the OPP. All costs associated with the acquisition and maintenance of equipment is the financial responsibility of the County of Northumberland and is not included in this proposal.

What number of civilian positions would be required to provide civilian entry services for the 110 or more uniformed police officers that will be operating in Northumberland County?

Staffing has been included in the Northumberland County policing proposal to adequately operate a civilian data entry system for the county contract. The staff required is represented by 5 OAG-6 full time equivalent part-time civilian positions. This equates to approximately 200 hours for civilian data entry per week. The number of members required to fill these 200 hours can range from 5 to 10 part-time employees.

If your police service is currently call-taking and dispatching other municipal services list those services and advise of any cost recovery fees obtained for providing these services in your 2005 police services operating cost statements.

The OPP currently dispatches the Michipicoten Township Police Service. Cost recovery for these services are outlined in a Specialized Service Agreement between the Township of Michipicoten and the OPP.

The OPP does handle 911 dispatch for several municipalities in Ontario under Specialized Services Agreements.

4.1 **Criminal Investigations:**

A community of more than 80,000 people will have an expectation that their police services be capable of investigating all crimes in the community. However, it may not be cost effective to train and equip members of the police services to the standards necessary for investigating all crimes and outside criminal investigative support by larger, more equipped police services may be a rational and cost effective manner of investigating some crimes. In meeting community expectations for response to criminal and serious traffic investigations the residents of Northumberland County will expect a high level of expertise in all investigations.

How many criminal investigation members are contained in your proposal?

One full-time Detective Sergeant and 12 full-time Detective constables are included in this proposal.

How many criminal investigation supervisors are contemplated in your proposal and what will be the rank of these supervisors?

One Detective Sergeant is included in the proposal as a Northumberland County Resource. The Detective Sergeant (Regional Resource) presently assigned to Northumberland will still remain assigned to the Northumberland Cluster. The County of Northumberland is going to have a 12-member crime unit. The Detachment Detective Sergeant was included in the costing due to the span of control for one Regional Sergeant.

What criminal investigation services will not be provided by in-house criminal investigators?

All investigations will be handled by OPP police officers.

Who will provide external investigative support services and what are the expected costs for these supports? Do service agreements currently exist?

Regional and Provincial Resources of the OPP will provide all specialized criminal and traffic investigative support required beyond the specialist capability dedicated to Northumberland County. These services are included in the identified services on page 7 of the Policing Proposal document. No additional costs will be attributed to these services provided.

Will these investigative protocols continue to exist in the county-wide model?

All services provided by the OPP

How many officers in your police service have received Ministry training and are current in the use of the Power Case Crime Management programs approved by the Ministry?

Seven officers within the Northumberland OPP are presently trained in Power Case.

Does your police service provide specialist investigative services to any other police service?

Yes

The Ontario Provincial Police maintains investigative services to assist municipal police forces on the direction of the Minister of Community Safety and Correctional Services or at the Crown Attorney's request, as per section 19(1) 5 of the Police Services Act.

The OPP has Framework Agreements for Services with many Police Services Boards across the province.

4.2 Investigative Supports:

Define in your proposal the number of officers that currently provide or will be trained in the following investigative areas.

- a). a criminal intelligence capability (CISO Officers)
Regional criminal intelligence officers will provide this function.
- b). Scenes of Crimes (SOCO) Trained Officers
8 officers – Northumberland resources
- c). Forensic Identification – **Regional resources**
- d). Canine Handler – **Regional resources**
- e). Technical Collision Investigation and Reconstruction
4 officers trained in Northumberland County
- f). Intoxilyzer or Breathalyzer Operators
16 officers trained in Northumberland County
- g). Physical surveillance - **General Headquarters**

- h). Video/Photographic surveillance – **General Headquarters**
- i). Polygraph - **General Headquarters**
- j). Behavioural Sciences investigators- **General Headquarters**

If the police service will not have all of the above capabilities what police service or approved agency will perform these functions. Do service agreements currently exist and will they be portable into the county-wide policing model? What will be the expected costs of these services?

"The OPP can provide all of the necessary investigative capabilities.

Are there any agreements in place where your police service is responsible for supplying investigative supports or expertise to any other police agency?

Yes the OPP has Framework agreements with most Police Services Boards across the province.

In terms of the qualifications of your existing Forensic and other investigators are there any members of your police service qualified to provide "expert" evidence in court? Have members of your police service who are providing investigative supports in the area of crime analysis or forensic identification completed the necessary training course standards required by the Ministry?

Yes. OPP members specializing in forensic investigations and crime analysis have completed the required training by the Ministry and are qualified to provide "expert" evidence in court.

In the following chart indicate whether your police service currently has the investigative capability, will develop the investigative capability, or will undertake service or investigative agreements with another police agency to have the following investigative expertise available to Northumberland County.

Chart removed in agreement between Contract Policing Manager and Northumberland consultant Mr. Jack Watkins.

Chart outlining services on page 6 of the proposal document attached as appendix "B" of this document.

5. Victim Assistance:

Preamble:

The trauma of being a victim of a crime or involvement in serious motor vehicle collisions can change lives forever. Victimization is particularly impacting in violent crimes, sex crimes, domestic violence and in crimes where the victims are either children, seniors, or otherwise marginalized individuals. The County of Northumberland expects it's police service provider to understand the needs of victims and if necessary participate in an approved program where on-going support of victims can be provided by the police officers or trained volunteers (i.e. VCARS).

Does your police service participate in the VCARS program or other similar Ministry recognized victim assistance programs?

Yes

Does your police service provide a formal support worker or volunteer at the courts to assist witnesses involved in the criminal justice system?

The OPP works in conjunction with VCARS and VWAP to provide assistance to victims and witnesses involved in the criminal justice system.

Does your police service provide any specialized training for your officers that would ensure a proper level of support is provided to victims, challenged and marginalized persons?

Training on identifying and dealing with marginalized members of the public is included in OPP annual training. The Northumberland County Crime Unit will have a trained Domestic Violence Coordinator on staff.

6. Public Order Units

Preamble:

Adequacy Standards in Ontario for police services requires each police service to have a Public Order Unit or to enter into an agreement for another service to provide a Public Service Unit.

Does your police service have a public order unit? If not, what police services are providing this level of response to your police services currently?

Yes

In the county-wide proposal will your police service provide a public order unit or continue to contract the services of a public services unit from another police service and from which service?

This service will be provided in the county-wide proposal by the OPP. These resources are not included in the identified staffing model from section 2. This service will be provided at no additional costs to Northumberland County

7. Emergency Response Units:

Preamble:

Adequacy Standards require police services to have specific emergency response capabilities. The service can either provide these services or the Board can enter into agreements for the supplying of these services by another police service.

Indicate how each of the following Emergency Response Services will be provided to Northumberland County in your proposal. What costs are associated with these services that are not already contained in your proposal?

All of the below requirements will be provided to Northumberland County by the Ontario Provincial Police Regional and Provincial support services. No additional costs associated with these services will be realized by Northumberland County.

<u>Requirement</u>	<u>Currently Provided</u>	<u>To be Provided In-House</u>	<u>To be Provided by whom?</u>
Tactical Unit	X	X	
Hostage Rescue	X	X	
Major Incident Commanders (Trained)	X	X	
Crisis Negotiators (including proper recording equipment).	X	X	
Police Explosives forced entry technician	X	X	
Explosives Disposal Technician	X	X	
Emergency Response Team-Containment	X	X	
Emergency Response Team-Search and Rescue	X	X	

What is the expected response time of each unit to Northumberland County?

Tactical Unit:	2 hours
Hostage Rescue:	2 hours
Major Incident Commander:	Immediate
Crisis Negotiators (2 minimum):	2 hours
Police Explosives forced entry technician:	2 hours
Explosives Disposal Technician:	2 hours
Emergency Response Team-Containment:	Immediate
Emergency Response Team-Search and Rescue:	Immediate

8. Police Training-General

Preamble:

Mandatory training of police officers is required for such areas as firearms proficiency, use of force, CRP and First Aid, Vehicle Pursuit legislation, and for operation of radar and breathalyzer/intoxilyzer instruments. Larger police services such as the OPP and Metropolitan Toronto Police Services operate Police Training Academies. All Ontario Police Services train at either the Ontario or Canadian Police College. Supplementing this training is a series of approved video training programs on a variety of topics that are provided for self-learning by the officers.

How is your police service completing their annual mandatory training, where is the training provided, and who is the training agency?

The OPP In-Service Training Unit provides mandatory training. All members receive 4 days of training annually, usually between September and May of the next calendar year, so as not to negatively impact resource levels during the summer months. This training is completed at the designated training centre for the detachment area. Northumberland County trains at Central Region's training Centre at General Headquarters in Orillia.

In a county-wide model will your training locations and methods of training change?

The method will not change. All members are assigned for training annually. Each shift supervisor ensures that there are an adequate number of resources remaining prior to scheduling officers. The training centre is a well equipped location that can easily handle the additional number of members being trained out of Northumberland County.

Indicate on the chart below how mandatory police training will be completed if your service had the county-wide policing responsibility? All training costs should be

contained in your proposal including projected costs of cost-backs for training if your service will be using other police services training units/trainers.

<u>Requirement</u>	<u>Current Provider</u>	<u>Provider in County Model</u>	<u>Training Agency/Service</u>
Firearms Training	OPP	OPP	
CPR and First Aid Training	OPP	OPP	
Use of Force Training	OPP	OPP	
Vehicle Pursuit Training	OPP	OPP	
Radar Training	OPP	OPP	
Breathalyzer/Intoxilyzer	OPP	OPP	
Emergency Response Team Training (if applicable)	OPP	OPP	

9. **Police Service Offices and Public Accessibility**

Preamble:

Under Section 4 of the Police Services Act the municipality is responsible for providing the buildings and infrastructure necessary to support the policing needs of the police service. There currently exists two police service buildings in the Town of Cobourg (OPP and Municipal), and one police service building in the Town of Port Hope (Municipal), Town of Brighton (OPP) and Municipality of Trent Hills (OPP). In 2006 there are approximately 114 uniformed police officers, 32 civilian full-time employees, and 15 part-time civilian employees employed within the police services. In addition there are 8 Court Security Officers located in the Cobourg police service.

The strategic deployment of the policing and civilian support staff across Northumberland County is important to ensure a proper response to calls for service, the effective use of police resources, to provide residents with reasonable accessibility to the police service, and to reduce police operational costs. Police buildings that contain incarceration cells must meet strict Ministry guidelines in regards to use and equipment. There must also be segregation of Young Offenders from Adult Offenders.

Police Services buildings must also contain secure property storage facilities and ideally a capability to take crime vehicles and other large exhibits into a secured police building for investigative processing.

The general public has a reasonable expectation to meet with a police officer during normal business hours at the main police stations. At other times, generally from 18:00 to 08:00 hours, the public has become use to using outside telephone connections to police communications officers in order to access the on-duty police officers for non-emergent enquiries. The public does not expect to travel long distances to receive police services or to incur long distance phone charges to contact officers at a police building.

The public also has an expectation that some form of police presence will remain in each of the communities where police buildings currently exist.

In your proposal identify the adequacy or inadequacy of any existing police buildings to be utilized in the county-wide policing responsibilities, the need for any additional police buildings or the repairs or additions to existing police buildings and the cost of operating these facilities (including projected physical and operating costs such as utilities, insurances, etc.).

See “Appendix C” Northumberland County Buildings Review

The proposal must also identify the proposed geographical location of all full service or satellite offices where the public can obtain police/client services, and also how many police staff will be assigned to work from each police building in the County of Northumberland. In providing buildings any additional equipment or civilian staff needed to service the operations must be identified and built into your staffing proposal.

The five locations identified below are the proposed detachments in the Northumberland County model:

Trent Hills Detachment

20 Industrial Drive, P.O. Box 790, Campbellford, Ontario. K0L 1L0.

Brighton Detachment

70 Young Street, P.O. Box 117, Brighton Ontario, K0L 1H0.

Cobourg Detachment

1165 Division Street, P.O. Box 8, Cobourg Ontario K9A 4K2

Town of Cobourg Detachment

107 King Street West, Cobourg Ontario, K9A 2M4

Town of Port Hope Detachment

230 Walton Street, P.O. Box 111, Port Hope Ontario, L1A 3V9.

All costs associated with securing and equipping the buildings for police use must be determined. Police building costs will be fully the responsibility of the police service provider with reasonable accommodation costs being charged annually to the County of Northumberland through the policing agreement. Expected rental costs of any existing municipal buildings, other than Community Police Offices, must be identified.

The detachments in Trent Hills, Cobourg and Brighton are buildings owned by the OPP. Accommodations costs for these buildings has been assigned a per officer cost in the Policing Proposal document. The detachment location identified for Port Hope and/or the Town of Cobourg are Municipally owned buildings. All costs associated with securing and equipping these buildings is the responsibility of the County of Northumberland. Northumberland County will continue to fund Community Police Offices in their respective communities.

What will be the hours of operation of each police building and how will the public contact police officers on patrol in their community during hours when the office buildings are closed to the public?

OPP detachments are open to the public between the hours of 8:00 am to 4:30 pm. Although extended services hours have been implemented in some detachment areas under contract.

The public can contact officers on patrol outside of normal business hours by contacting the Communication Centre through 1 888 310-1122. A phone is also provided that has a direct line to the Communication Centre outside the front door of all OPP detachments.

10. Auxiliary Police Officers and Civilian Police Committees

Preamble:

Only the Ontario Provincial Police use Auxiliary Policing to strengthen the visibility of police officers on patrol and at special events in Northumberland County. All police services use Civilian Volunteers generally in the form of Community Police Committees and the Cobourg Police Service uses their civilians to deliver some in-classroom presentations and to staff the front reception area of the police building. Community Police Committees and Auxiliary Police officers provide support to the policing operations and are a cost effective manner of operating community-based policing programs.

How will your police service use civilian volunteers in your policing proposal?

The Northumberland County OPP has an auxiliary program already in place with an authorized strength of 20 members. As stated above, these auxiliary officers are utilized to strengthen visibility. Auxiliary officers are and will continue to be utilized on patrol with officers and for special events.

On a county-wide model of policing there will be several community police committees. How will civilian committees be managed and supported by your police service?

All active Community Policing Committees throughout the municipality will continue to exist in the OPP Community Policing model.

While the Police Services Board will have the responsibility to set local policing goals and objectives in consultation with the detachment commander, the Community Policing Committees will assist in identifying day to day policing concerns within their respective areas. Other Community Policing initiatives include:

- Assisting with the development of community policing committees;
- Consulting with community policing committees to address increased visibility, utilizing foot and directed patrols;
- Developing victim assistance programs to ensure stakeholders and related agencies are kept informed through regular communication, regarding incident progress and/or court dates;
- Liaising with elected officials and attend council meetings;
- Liaising with volunteer organizations; and
- Preparing administrative and statistical reports as required.

The development of Community Policing Committees, involves all facets of the community.

How will these volunteer groups share resources and information with the police service?

Information and resources will be shared through the officer liaison assigned to the Community Policing Committee(s). This officer will forward information to the detachment members and command staff on behalf of the committee.

Will your police service use Auxiliary Police members in policing Northumberland County?

Yes, for the functions identified above.

11. Community Programs

Preamble:

Each community has a need for individualized community-based policing programs. For instance, the larger senior population in Port Hope and Cobourg require different policing responses from the more rural areas of the County. In the rural municipalities residential and commercial properties are more isolated and consequently more prone to property crimes. In all communities, programs such as Internet Safety and concern for crimes against children and seniors exist. A County-wide police service must deliver a variety of different programs and the community needs a consultation process where localized concerns can be communicated to the police service. This consultation will also direct the needs for special enforcement or community safety initiatives.

What community-based initiatives does your police service anticipate delivering on a county-wide basis?

Community Services Officers (CSOs), usually located at an Administration Centre, are responsible for all community service and crime prevention programs within a detachment area. All existing elementary school programs will be maintained and programs added as required through consultation with the respective Police Services Board.

Programs to be offered, in consultation with the Police Services Board, will include but not limited to:

- DARE
- School Bus Safety;
- Bus Patroller;
- Crossing Guards training;
- Neighborhood Watch;
- Block Parents;
- Crime Prevention Seminars;
- Youth Symposiums and other community programs as identified by need;
- Community outreach programs (e.g.: -suicide prevention, race relations/sensitivity, elder safety); and
- Media Liaison

What programs does your police service currently deliver in your community?

DARE

Community Policing Committees (CPC)

Police and Community Together (PACT)

Media Liaison

What mechanism will your police service use to provide members of the public with an opportunity to attend meetings, meet with the police, and to discuss public safety concerns in the seven communities in Northumberland County?

Regular Police Services Board meetings are open to the public, as well as Community Policing Committees throughout Northumberland County already in place.

12. Community Consultation and CPAC Committees

Preamble:

The change to a county-wide policing model will result in a single Police Services Board and eliminate the current arrangement where each community has its own Police Services Board. This change creates a concern throughout the County for how the local community policing needs will be identified and brought to the attention of the local police officers serving their community. It also creates the concerns of local needs in more rural areas not receiving sufficient attention at the County Police Services Board.

This problem can become even more problematic if Port Hope or Cobourg Police Services are the police service provider since the Police Services Board in that scenario will not have any appointees from the six other county communities.

In some jurisdictions Community Policing Advisory Boards (CPAC) are utilized to augment the Board process. However the two roles are distinctly different. The Board concerns itself with governance of the police service and the CPAC committees are strictly advisory.

During the consultation process this was a primary concern throughout the County of Northumberland.

What mechanisms would your police service put in place so that the concerns of all seven communities will be heard and properly addressed by the police service and by the Police Services Board?

There will be a Staff Sergeant/Operations Manager responsible for each of the detachment sites. The Detachment Commander of the Northumberland OPP will also have offices in each of the detachments. All of these individuals as well as the Patrol and Administrative Sergeants are available to speak with members of the public regarding community concerns. Detachment personnel also support community Policing Committees.

All Police Services Board meetings are open to the public and the times and locations of these meetings are publicized to promote public attendance.

How does your police service currently consult with the community and what formal processes are there in place for the police and public to communicate on community safety concerns?

Our formal processes for consultation currently include Police Services Boards and Community Policing Committees.

What mechanism will your police service use to provide individual members of the public with an opportunity to attend meetings, meet with the police, and to discuss public safety concerns in the seven communities in Northumberland County?

Each community would be provided with an officer as a resource to them if they wished to maintain a Community Policing Committee. These officers would provide assistance and listen to the concerns brought to the Community Policing Committees in accordance with OPP policy. The Community Policing “How we do it “ manual is part of OPP Police Orders. This manual provides guidelines and tools to assist in the implementation of community policing. It is broken into several parts including: Community partnerships, managing and recruiting volunteers, committee management, committee procedures, the service delivery process and problem solving and planning.

Will your police service use a Business Planning approach and will the police service establish measurable performance standards for monitoring the outcomes of policing in each community?

The Northumberland County OPP will use a Business Planning approach. The Business Plan will be reviewed annually. This plan will identify performance measures for the detachment area. The detachment(s) performance as it relates to goals is set out in the plan and is reviewed on a quarterly basis by the Detachment Commander and the Board.

What mechanism will your police service use to monitor public satisfaction with the police?

Information provided through Community Policing Committees, the Police Services Board and a Policing for Results Survey that is completed in each detachment area every two years monitors and measures public satisfaction in our communities.

13. Terms and Structure of Agreements

Preamble:

The County of Northumberland has clearly stated that the delivery of policing services to the County of Northumberland will only be entered into through a formal agreement and with firm cost quotations. The contract will be between the Province of Ontario for OPP services or with the Town of either Port Hope or Cobourg for the supply of police services by their respective policing services. In addition, the infrastructure costs to operate the police service will be the responsibility of the police service supplier with the few exceptions noted in this RFP.

Is your Police Services Board or Municipal Council prepared to enter into a formal agreement for the supplying of police services to the County of Northumberland?

Not applicable

The Agreement will be for a five year period. Will your police service contract to provide services on a five year basis?

Yes.

What circumstances or conditions could effect the annual policing costs?

Section 23 of the Agreement for the Provision of Police Services outlines the circumstances or conditions that could effect the annual cost of policing.

- 23.** Despite anything in this Agreement, the total amount of money paid by the Municipality for police services in respect of any calendar year shall not exceed the Annual Budget for that year, whether approved or not, and the Annual Financial Statement shall be amended to reduce or eliminate any such excess shown therein, with the exception of costs and expenses incurred as a result of the following:
- (a)** an emergency where the emergency area includes the whole or any part of the Municipality and an emergency has been declared under the *Emergency Management and Civil Protection Act*, R.S.O. 1990, c. E. 9, as amended, and all contributions to defray any costs incurred in that connection from any provincial or federal government sources which may be reasonably expected have been accounted for,
 - (b)** increases with respect to wages, benefits or other employment matters,
 - (c)** property and plant, equipment and fuel,
 - (d)** compliance with any laws, by-laws, regulations or provincial standards which become applicable to this Agreement or the provision of police services following the approval of the Annual Budget for that year, and

- (e) any other matters which require the provision of municipal police services in the Municipality and which were beyond the control of Ontario or the OPP, and which were unforeseeable at the time of the approval of the Annual Budget.

What dispute mechanism will be utilized in the contract to resolve issues between the parties?

Below is an excerpt from the approved contract template outlining Dispute resolution mechanisms.

Dispute Resolution Mechanisms

25. (a) The provisions of this paragraph apply in the event of a dispute between the Municipality and Ontario concerning financial and related issues arising out of the interpretation, application, administration, or alleged violation of this Agreement (“Financial Disputes”) or between the Board and the OPP concerning policing issues arising out of the interpretation, application, administration, or alleged violation of this Agreement (“Policing Disputes”).
- (b) In the event that a dispute arises, the Detachment Commander, or representative, and the Municipality or the Board, as the case may be, or their representative, shall meet within 30 days of such dispute arising and use all best good faith efforts to resolve the dispute.
- (c) If the dispute remains unresolved, the Regional Commander, or representative, and the Municipality or the Board, as the case may be, or representative, shall meet and use all best good faith efforts to resolve the dispute.
- (d) If the dispute remains unresolved, the Commissioner, or Deputy Commissioner, and the Municipality or the Board, as the case may be, or representative, shall meet and use all best good faith efforts to resolve the dispute.
- (e) If the dispute remains unresolved, the issue may be referred to mediation by either party, and each party shall use all good faith efforts to resolve the dispute.

Will your police service enter into an agreement providing either party of the agreement the ability to come out of the agreement at any time on mutual consent or by one party providing reasonable notice in writing to the other of their intent to terminate the agreement earlier than the five year term? What is a “reasonable” notice?

Either party may terminate the contractual agreement by providing one years’ written notice.

What costs will be the responsibility of the County of Northumberland if the agreement is cancelled prior to the five year term.

The County of Northumberland will not be responsible for costs associated with the termination of the agreement prior to the five-year term.

**14. Offers of Employment/Seniority/Benefits/Promotional Opportunity
Uniformed Members and Civilian Employees**

Preamble:

It is a generally accepted practice that full-time police service members of the former police agency, provided they meet the requirements of the Police Services Act, will be offered employment with the new police service provider. The Chief of Police or OPP Commissioner does reserve the right to review the suitability of any officer but non-suitability is commonly for only those officers charged with a criminal offence. In addition, officers on a medical disability leave are offered employment with the new police service when satisfactory medical evidence is provided that the member can return to work and perform the full duties of a police officer.

The salary and benefit package of the amalgamated police officers will be at the current rate established for that rank in the new police service. The benefits package will be the same as provided to members of the successful police service. Seniority rights of the new employees are expected to continue. A one year probationary period can be waved at any time in the probationary year for satisfactory service with the new police agency.

Civilian employees of the former service are expected to be offered employment with the new police service if any additional civilian positions are required by the police service. The salary and benefit programs will be at the same level as their classification dictates in the new service.

Will your police service confirm that immediate offers of employment will be made to the former police officers of the replaced police service?

Offers of employment will be extended after the Ontario Civilian Commission on Police Services (OCCPS) approval of the proposal with the exception of the situations stated below.

What uniformed officers will not be offered positions with the new police service?

Offers of employment will not be extended to any members off on sick leave, disability, or accommodated, until they provide documentation from a qualified physician stating that they are able to return to work and that they are able to

complete the requirements of a police officer as outlined in the Police Services Act.

Will your police service undertake to employ as many of the former police services civilian support staff in the new police service as will be required to operate the new service?

Yes.

Will the new police service follow the recommended rank determination process for determining the level of entry to the new police service by the former ranking members of the absorbed police service?

Yes, as per the guidelines of the Restructuring Police Services Guidebook.

Will your police service commit to enter into an agreement to not transfer members of the absorbed police service for a period of three or five years unless it is necessary for the

Yes. It is OPP policy not to transfer members on an amalgamation for a period of three years unless it is in the interest of the community or at the request of the member(s).

Will your police service recognize the amalgamated police officer's seniority level for all unbroken police service (not more than a 90 day hiatus) and recognize any unbroken service the member completed with any other Ontario police service where the member served prior to his/her current police services employment?

Article 13.10 (Uniform MOU) - All police time with amalgamating service and prior unbroken police service.

Will your police service credit the amalgamated civilian employees seniority levels for unbroken police service (not more than 90 days hiatus) with the former police service and with any other Ontario police service the civilian served in prior to his/her current police services employment?

Article 34.02 (Civilian MOU) - civilian employees receive credit for full-time unbroken service with amalgamating police service only. (i.e. no prior police services).

Are there any benefits or vacation entitlement or promotional opportunity restrictions effecting either police officers or civilian employees that are amalgamated into your police service?

All uniform members must have one month pension credit (at least 15 days) in order to eligible to receive benefits and survivor benefits for life.

All civilian members must have at least two years pension credit with the Ontario Provincial Police in order to be eligible to receive benefits and survivor benefits for life.

There are no other benefits, vacation entitlements or promotional opportunity restrictions effecting amalgamated Police officers or civilian members.

Will uniformed members of the former police service who hold promotional credits from the Ontario Police College or the Ontario Provincial Police promotional qualification system be recognized as valid for promotion within your police service and will they be entitled to compete equally for any ranking position vacancies created through the amalgamation process? What if any restrictions apply?

The OPP recognizes an amalgamated member's promotional competency credit for up to four years from the date of issue, providing:

- It is based on a promotional process that includes an Ontario Police College Exam.
- The Chief of Police, or designate, completes the Promotional Competency Credit Verification Form with an attached copy of exam results from OPC.
- The promotional credit is for the rank one level above the officer's current rank.

15. Final Costs and Deployment Statement.

Preamble:

In this section of your response to the RFP each police service is required to provide a total cost for providing all police services in Northumberland County. Where significant differences exist on a community to community basis resulting from different levels of services those differences need to be identified clearly as costs incurred in supplying the additional services to only those communities. For instance, responding to all calls for service in the Town of Cobourg and Port Hope to satisfy the expectations of those communities does result in additional costs that would be unfair to assess to all communities. Similarly, the costs to maintain snow vehicle and ATV patrols in the rural communities are costs that should not be borne by the Town of Port Hope and Cobourg unless there are areas of these jurisdictions requiring such patrols. Do not exclude these costs from your total policing cost figures but separate them clearly in the explanation of costs in your proposal.

Police Services must also show the total number of both police service members and civilian positions, including the need to provide court security personnel in the Cobourg courts. The rank structure, specialists positions and rank of all specialists, and in which police services buildings they will be located must also be identified.

The locations and operations of police buildings must be defined in regards to a service delivery statement with all accommodation costs included in your RFP costing proposal.

One time start up costs need to be listed with details separated from the annual costs for the operations of the county-wide police service. These costs will be non-recurring one time costs only. As an example, equipping officers with new firearms would be one time start up costs.

As a guideline police services may choose to adopt the following format. For practical purposes and to reflect the service retention bonuses existing in all police services contracts your cost statement should be based on a seniority level of a 17 year member or on the year after a member or employee reaches the second step of the retention bonus classification. In most cases this occurs in service year 17.

See OPP Costing Summary on Page 36

Please note: The OPP costing summary is for County of Northumberland. The apportioning of costs to individual municipalities within the County structure is the responsibility of the County of Northumberland.

O.P.P. COSTING SUMMARY - NORTHUMBERLAND
Estimated Policing Costs for the period
January 01, 2007 to December 31, 2007

Salaries and Benefits

Uniform Members - (Note 1)	<u>Positions</u>	<u>\$</u>	
Inspector	0.83	92,054	
Staff Sergeant-Detachment Commander	-	-	
Staff Sergeant	1.83	178,742	
Sergeant	11.20	970,088	
Constables	96.00	<u>7,395,072</u>	
Total Uniform Salaries			8,635,956
Overtime (Provincial Average)			777,236
Contractual Payout (Vacation & Statutory Holidays)			228,948
Shift Premium			25,621
Benefits (23.5% of Salaries; 2% of Overtime)			<u>2,044,994</u>
<i>Total Uniform Salaries & Benefits</i>			11,712,756
Civilian Members - (Note 1)	<u>Positions</u>	<u>\$</u>	
OAG 10 (Full Time)	2.00	101,148	
OAG 10 (Part Time)	5.00	252,870	
OAG 8	6.92	324,742	
OAG 6 (Part Time)	5.00	213,105	
Caretaker 2	-	-	
Caretaker 1	-	-	
Communication Operators		179,951	
Prisoner Guards		<u>76,902</u>	
Total Civilian Salaries			1,047,569
Benefits (23.5% of Salaries; 15% Part-Time)			<u>223,804</u>
<i>Total Civilian Salaries & Benefits</i>			1,271,373
OSS Pay and Benefit Charge			<u>24,822</u>
Total Salaries & Benefits			13,008,951

Other Direct Operating Expenses

Operational Support	71,299	
RHQ Municipal Support	153,035	
Vehicle Usage	808,570	
Telephone	109,530	
Office Supplies	30,431	
Accommodation (Note 2)	10,060	
Uniform & Equipment (Note 3)	45,529	
Uniform & Equipment - Special Constables (Note 3)	1,500	
Furniture & Equipment	-	
Cleaning Contract	85,801	
Mobile Radio Equipment Maintenance	62,730	
Office Automation - Uniform	209,283	
Office Automation - Civilian (Note 4)	<u>18,430</u>	
<i>Total Other Direct Operating Expenses</i>		1,606,199
<i>OSS Financial Services Fee</i>		<u>18,471</u>

TOTAL ESTIMATED 2007 POLICING COST **\$ 14,633,621**

16. One time start up costs.

Preamble:

As previously discussed it is expected that there will be some one-time assessed start-up costs for the county-wide policing operation. These costs are restricted to expenses that will only occur once. If the expense occurs more than once it should be scored in the operational support category of expenses.

What one time expenses will be assessed to Northumberland County and give a detailed accounting of what these expenses are and their exact amount of costs?

Capital Costs as they relate to police operations, are listed below.

**O.P.P. COSTING SUMMARY - NORTHUMBERLAND
Estimated Policing Costs for the period
January 01, 2007 to December 31, 2007**

Capital Costs:

Initial Cost of 49 Firearm (including Use of Force Equipment) @ \$1,097 each	53,789
Initial Cost of 49 Uniform @ \$3,405 each	166,845
Initial Cost of 12 Use of Force Equipment (excluding firearms) @ \$141 each.	1,687
Initial Cost of 12 Special Constable Uniforms @ \$2,602 each.	31,224
Initial Cost of 59 Portable Radio @ \$1,108 each	65,372
Initial Cost of 16 Vehicle Radios @ \$11,667 each	186,672
Initial Cost of 2 Beat radio systems @ \$20,000 each.	40,000
Initial Cost of 16 Spike Belts @ \$755 each.	12,080
Initial Cost of 12 Dräger @ \$1,399 each	16,788
Initial Cost of 2 Satellite Servers @ \$1,255 each.	2,510
Initial One-Time Configuration Cost for 19 computer @ \$1,077 each	20,463
Initial Cost of 8 Use of Force Detachment Equipment @ \$1,486 each.	11,888
- includes Shotguns, Rifles and ammunition	
	\$ 609,318

Infrastructre Costs:

Initial Cost of Data Cabling.	10,768
Supply, place, terminate, test and label 100% 34 cat5e, ft6 data lines.	
Initial Cost - One Time Set-Up Cost	
* Voice cabling (164 drops @ \$250 each).	41,000
* Structural Cable Distribution.	24,600
* Bell Phone Line Change Cost.	1,800
* Bell Vnet Lines Installation.	390
Initial Cost of 6 Abloy Cylinder Locks @ \$75 each**	450
Initial Cost of 1 Mortise Lock for vault @ \$250 each**	250
Initial Cost of Vault Door and Frame @ \$1,000 each**	1,000
	\$ 80,258

The infrastructure costs above are outlined in more detail in the attached Building Review Document. These costs are estimates if work completed by the OPP. Additional building requirements are outlined in the Building Review document.

17. Policing Operation Start Up Time Frame:

Preamble:

A Section 40 Police Services Act Hearing will be required to make a change to county-wide policing. That hearing will occur after County Council has made it's decision to adopt County-wide policing and the County Council's approval of the police service tender. The Council decisions are expected to occur in August to September 2006.

Contemplating all approvals will be in place by year-end 2006 what would be your police services expected date for implementing county-wide policing services in Northumberland County?
January 2009

“APPENDIX A”

PROPOSED ORGANIZATIONAL CHART

APPENDIX "B"
SERVICES OFFERED BY YOUR OPP

Services offered by your OPP Service to The County of Northumberland

Service	Provided By:		Infrastructure Support From:	
	Detachment	Region	General Headquarters	
24 hour Proactive and Reactive Policing	✓	✓		
Accommodations	✓	✓		✓
Administrative Support Services	✓	✓		✓
Auto Theft				✓
Auxiliary Policing program	✓			
Aviation Services				✓
Behavioral Sciences				✓
Breathalyzer/Intoxilyzer Technicians	✓	✓		
Business Planning	✓	✓		✓
By-law Enforcement	✓			
Canine		✓		✓
Child Pornography Investigation				✓
Communications		✓		✓
Community Policing	✓	✓		✓
Complaint Investigation	✓	✓		✓
Court Case Management	✓			
Crime Prevention	✓	✓		✓
Crime Stoppers Program	✓	✓		✓
Criminal Investigation	✓	✓		✓
Differential Response	✓	✓		
Drug Enforcement	✓	✓		✓
Emergency Response	✓	✓		✓
Employee Counseling	✓	✓		✓
Explosives Disposal	✓	✓		✓
Forensic Identification		✓		✓
Front Line Supervision	✓	✓		
Hate Crimes/Extremism				✓
Hostage Negotiation		✓		✓
Human Resources Services	✓	✓		✓
Illegal Gaming				✓
Incident Command	✓	✓		✓
Intelligence Section				✓
Major Case Management				✓
Marine/Snowmobile/ATV	✓	✓		
Media Relations	✓	✓		✓
R.I.D.E.	✓	✓		
Search & Rescue	✓	✓		
Sex Offender Registry				✓
Scenes of Crime Officers	✓			
Surveillance (Electronic & Physical)				✓
Tactics and Rescue				✓
Technical Traffic Collision Investigation	✓	✓		
Threat Assessment				✓
Traffic	✓	✓		✓
Training		✓		✓
Underwater Search and Rescue		✓		
VICLAS (Violent Crime Linkage Analysis)				✓

APPENDIX "C"

NORTHUMBERLAND COUNTY POLICE BUILDING REVIEW



**REQUEST FOR PROPOSALS
FOR THE
PROVIDING OF COUNTY-WIDE POLICING
IN
NORTHUMBERLAND COUNTY**

June 2006

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Current Direction:

The County of Northumberland invited submissions for the provision of policing services to all seven communities in Northumberland County from the Town of Port Hope, Town of Cobourg, and the OPP. The Town of Cobourg and Town of Port Hope determined in mid-May 2006 that their police services would not be competing for the County-wide policing responsibility.

A Steering Committee consisting of all Mayors, all Municipal Chief Administrative Officers and Mr. William Pyatt, Chief Administrative Officer of the County of Northumberland form the Steering Committee for this study and will examine the OPP policing proposal. The Steering Committee is assisted by Mr. Jack Watkins, President-Consultants on Police Services Inc.

Background:

Over the past several months the Steering Committee had examined the policing options provided by Section 5 of the Police Services Act. The Steering Committee also considered the former proposal of a West Northumberland Policing Service.

A detailed Study Plan was developed and followed throughout each step of the study. All three Police services in Northumberland County were provided copies of the Study Plan and meetings were held to review the Plan with each Police Chief and Detachment Commander. The Police Services were given the opportunity for further input however there were no submissions.

In February 2006 a report entitled ***Public Consultation Information Document*** was released in advance of community consultation meetings. This report provided information on all three police services as to their current and future strengths, weaknesses, opportunities and pressures for policing county-wide. The report was also posted on the Northumberland County web-site and reference to the report was made public through newspaper advertisements for the public consultation meetings. That report can be found at www.northumberland.ca.

Between March 7th and March 22, 2006 a series of Public Consultations were conducted in all seven municipalities. This consultation process provided more detailed input on all police services and answered questions on both the study and policing from Municipal Councils, Police Services Boards and the general public. The primary intent of the consultations was to define the existing and

expected future policing needs of the Northumberland County communities and to provide specific direction in the Request for Proposal.

Critical decisions have been made by the Steering Committee throughout the study. A primary decision of the Steering Committee was provided on April 12, 2006 in directing the study to restrict tendering to only the three police services serving the communities in Northumberland County. At the same meeting, the Steering Committee directed that the West Northumberland policing proposal not be studied further since this proposal had been sufficiently examined in the recent past and was determined to not be acceptable. The Phase 3-Summary Report detailing the findings of the public consultation process was presented and then placed on the Northumberland County web-site for public viewing and feedback.

On April 24th letters seeking the interests of the three police services, Town of Cobourg, Town of Port Hope and Ontario Provincial Police to bid for the county-wide proposal were forwarded by the County of Northumberland.

The Ontario Provincial Police had received a prior request to develop a costing for the Town of Cobourg. On May 8, 2006 the Ontario Provincial Police Municipal Policing Section requested the study also obtain a resolution from the Town of Port Hope to permit the OPP access to information at the Town of Port Hope. That request was subsequently sent by the County of Northumberland.

As indicated, the Town of Port Hope and the Town of Cobourg both responded that neither police service would compete with the OPP for the opportunity to police Northumberland County.

It is the position of the County of Northumberland and the County Policing Steering Committee that sufficient public consultation has now been completed to determine with sufficient detail the content of the attached Request for Proposal.

**REQUEST FOR PROPOSAL
FOR THE PROVIDING OF COUNTY-WIDE
POLICING SERVICES TO THE
COUNTY OF NORTHUMBERLAND**

Community Description:

The County of Northumberland is a community of approximately 80,000 people and consists of seven separate communities namely the Town of Cobourg, Municipality of Port Hope, Municipality of Brighton, the Municipality of Trent Hills, and the Townships of Hamilton, Cramahe, and Alnwick/Haldimand. In addition, the Alderville First Nations community is located in the Township of Alnwick/Haldimand.

Northumberland County is bordered by the Regional Municipality of Durham on the west (Region of Durham Police Services), the City of Quinte-West (OPP) on the east and County of Peterborough (OPP) on the north. Lake Ontario forms the southern boundary. The Ontario Provincial Police have full responsibility for the waterways policing of Lake Ontario, Rice Lake and the Trent-Severn Waterways, the policing of Alderville First Nations and for the policing of the 75km section of Highway 401 in the County of Northumberland.

This Request for Proposal is for the policing of those remaining parts of the County of Northumberland where the OPP would be required to provide municipal policing under a Section 10 *Police Services Act* policing Agreement.

Existing Police Services:

Town of Cobourg:

The Town of Cobourg and Ward 1 of the Municipality of Port Hope are policed by a municipal police service. All other areas of Northumberland County are policed by the OPP.

In 2005 the policing of Hamilton Township was the responsibility of the Town of Cobourg Police Service. On January 1, 2006 the policing responsibility for Hamilton Township changed to the Ontario Provincial Police resulting in a Section 40 Police Services Act restructuring hearing. On April 28, 2006 the Ontario Civilian Commission on Police Services determined the proper staffing level for the Town of Cobourg Police Service to be 31 members consisting of 30

members plus one member on long term disability.¹ The actual decision is clear that the service is to reduce to 30 members if the member on disability returns to duty or subsequently terminates employment with the Cobourg Police Service. The policing strength of the Town of Cobourg Police Service is considered to be 30 members for the purpose of this study.

The approved staffing of the Town of Cobourg Police Service is:

<u>Administration</u>	<u>Criminal Investigation</u>	<u>Community Services/Media Relations</u>	<u>Uniform Branch: Four Platoons</u>
chief of police - 1 senior officers - 2	sergeant - 1 detective constables - 4	constable - 1	sergeants - 4 constable - 17
TOTAL: 30			

The Cobourg Police Service also utilizes a number of civilian staff. The civilian staff perform office administrative support functions as well as communications, court security, property identification, and janitorial services. That civilian complement is assigned the following tasks.²

CIVILIAN COMPLEMENT	
<p style="text-align: center;"><u>ADMINISTRATION</u></p> administrative assistant - 1 full-time budget clerk - 1 part-time	<p style="text-align: center;"><u>PROPERTY IDENTIFICATION</u></p> identification technician - 1 full-time property clerk - 1 part-time
<p style="text-align: center;"><u>COURT SERVICES</u></p> court officer - 1 full-time assistant court officer - 1 full-time clerk - 1 part-time court security officers - 8 part-time	<p style="text-align: center;"><u>COMMUNICATIONS</u></p> supervisor - 1 full-time communicators - 8 full-time communicators - 5 part-time
<p style="text-align: center;"><u>GENERAL OFFICE</u></p> criminal record clerk - 2 part-time general clerk - 1 part-time	<p style="text-align: center;"><u>BUILDING</u></p> custodian - 1 full-time
TOTAL: 33 (14 full-time and 19 part-time)	

In 2005 the Town of Cobourg Police Services actual expenditures for policing the Town of Cobourg were \$4,101,435. The population base is 18201. The Town of Cobourg Police Services costs in 2005 for policing the Township of Hamilton were \$1,080,583. The Township of Hamilton has a population base of 10,785.

¹ Ontario Civilian Commission on Police Services decision 06-03 released April 28, 2006.

² Ibid, OCCOPS decision 06-03.

These costs do not include the costs of operating the court security unit which was an additional \$438,857. The annual costs do not include any cost assessments for operating the criminal record screening unit.

Municipality of Port Hope:

The Municipality of Port Hope consists of two Wards. Ward 1 is the former Town of Port Hope and Ward 2 is the former Hope Township. The Port Hope Police Service polices Ward 1 and the OPP Northumberland police Ward 2.

The approved staffing of the Port Hope Police Services is:

<u>Administration</u>	<u>Community Services/Media Relations</u>	<u>Uniform Branch: Four Platoons</u>
chief of police - 1 deputy chief-1	constable - 1	sergeants - 4 constable - 18

The Port Hope Police Service utilizes civilian positions generally in an administrative role. The Police Services does not have Court Security responsibilities.

CIVILIAN COMPLEMENT	
<u>ADMINISTRATION</u> administrative assistant - 1 full-time office manager- 1 full-time	<u>COMMUNICATIONS</u> Supervisor-1 full time (Special Cst) communicators - 5 full-time communicators - 4 part-time
<u>PROVINCIAL OFFENCES</u> Provincial Offences - 1 full-time	<u>FREEDOM OF INFORMATION</u> FOI Coordinator-1 full-time
<u>GENERAL OFFICE</u> general clerk - 1 full-time	<u>BUILDING</u> custodian -nil.
TOTAL: 15 (11 full-time and 4 part-time)	

In 2005 the Port Hope Police Service actual expenditures for policing in Ward 1 was \$2,960,003. The population base is 12,350. In calculating the 2005 costs the operation of the criminal record program are not included.

In 2005 the Ward 2 OPP policing costs were \$530,940. The population base is 4117. The OPP complement in Port Hope Ward 2 is the proportionate allocation of the total staffing of the Northumberland County Detachment.

<u>Administration</u>	<u>Criminal Investigation</u>	<u>Uniform Branch:</u>
Inspector - .07 position Staff Sergeant-.07 position	No specific designation.	Sergeant-.36 position Constables - 4.30 positions

* All Positions are full-time positions.

The OPP civilian complement assigned to Port Hope Ward 2 is:

<u>Office Administration</u>	<u>Caretaker</u>
Office Administration -.43 positions	.21 positions

The total 2005 policing costs for the combined Ward 1 and Ward 2 in Port Hope is \$3,490,943.

OPP Policed Communities:

The OPP police the remainder of the County of Northumberland from three operational bases in the Town of Cobourg, the Municipality of Brighton and the Municipality of Trent Hills. The OPP police the County of Northumberland using a fully integrated cost-recovery model.

The approved staffing of the OPP services in Trent Hills, Brighton, Cramahe, Alnwick/Haldimand and Hamilton Township in 2006 is as follows:

<u>Administration</u>	<u>Criminal Investigation</u>	<u>Uniform Branch:</u>
Inspector - .71 position Staff Sergeant-.71 position	1- Regionally provided Detective Sergeant. (without cost)	Sergeant- 4.58 positions Constables - 47.96 positions

* All Positions are full-time positions. The Detective Sergeant position also provides criminal investigative supervision of Ward 2 Port Hope.

The approved civilian staffing for the OPP services in Trent Hills, Brighton, Cramahe, Alnwick/Haldimand and Hamilton Township in 2006 is as follows:

<u>Office Administration</u>	<u>Caretaker</u>
Office Administration -4.14 positions	2.16 positions

Communications operator costs for the OPP are included in the annual fees for services charged to each community. An actual number of communicators is not defined by the OPP since the OPP communications system is on a shared, integrated basis with all OPP policed communities in Ontario.

Total Policing Costs in 2005 for Northumberland County:

The total policing costs paid by all communities for policing services in 2005 without the inclusion of municipal police criminal screening programs and court security officers was **\$13,450,857**. The policing costs on a community to community basis in 2005 were as follows:

<u>Municipality</u>	Actual Amount
Town of Cobourg	\$4,101,435
Port Hope-Ward 1	\$2,960,003
Port Hope-Ward 2	\$ 530,940
Municipality of Trent Hills	\$2,227,073
Municipality of Brighton	\$1,086,887
Township of Hamilton	\$1,080,583
Township of Cramahe	\$ 733,483
Township of Alnwick/Haldimand	\$ 730,453

The total police uniform and staffing levels for 2005 for all police services in Northumberland County, excluding court security officers, were:

	<u>UNIFORMED POSITIONS</u>	<u>CIVILIAN- FULLTIME POSITIONS</u>	<u>CIVILIAN-PART TIME POSITIONS</u>
Cobourg	30 positions	14 positions	11 positions
Port Hope	25 positions	11 positions	4 positions
OPP	58.76 positions	6.94 positions	0 positions
<u>TOTAL:</u>	113.76 positions	31.94 positions	15 positions

The following requirements define the minimum content of the Request for Proposal (RFP). In submitting the tender the OPP police service can expand on any of these critical areas or include other services that would be provided which have not been detailed in the RFP.

Policing Requirements:

Preamble:

The County of Northumberland will expect that police services engage in on-going accurate crime, traffic and calls for service analysis so that the policing emphasis is continually on the prevention of incidents and the reduction of the victimization of County residents.

1. Crime Prevention and Crime Analysis Capability:

In providing community-based crime prevention initiatives how would your police service undertake such initiatives and how would your police service develop both effective *crime analysis* and *crime prevention programs* in Northumberland County?

What current systems/resources exist in your police service that:

- a). assist in determining the need for *directed* community patrols;
- b). provide *analysis* of call load and public disorder complaints;
- c). provide access to *criminal intelligence* for the patrolling members of the police service.

In expanding these capabilities to a county-wide responsibility what additional resources will be required for your police service to develop or expand its capabilities for comprehensive crime analysis and crime prevention in Northumberland County?

If any or all of these functions are to be provided by another police agency specify whether any agreements exist, including costs, and whether these shared services arrangements are portable to county-wide policing.

2. Staffing Model and Response Models:

Preamble:

Each community in Northumberland County expects that their police service will be adequately staffed to provide 24 hour response to calls for service. While there are some differences in the response time expectations and methods of response between rural and urban communities all communities must be satisfied that there are a sufficient number of police officers on-duty to provide an emergent response to serious incidents.

Ward 1 of the Municipality of Port Hope and the Town of Cobourg communities should be costed on the basis of a full response model.

The Ward 1 Port Hope and the Town of Cobourg residents consider frequent foot patrol and bicycle patrols as an expected service level. In addition to foot patrols the existing police services also provide complimentary money security escorts as required by the municipal offices, and they also provide no-cost funeral escorts with on duty police staffing. Proposals for services need to consider this service level in making tender submissions.

In responding to emergency calls for service 24 hours per day what will be the front-line (Sergeant and Constable) staffing model that you will utilize to ensure that all seven communities in Northumberland County have an acceptable level of available police officers on duty? Define your staffing model by demonstrating the numbers of officers that will be allocated to each community.

In addition to this base level of general patrol officers what additional number of officers will be required in your model to provide directed patrols for such functions as special traffic, special crime, foot and bicycle patrols and patrols of the those areas in Northumberland County where Snow Vehicle and All Terrain Vehicle patrols will be necessary? If your staffing allocation does not require additional personnel for these functions it will be assumed that these duties are completed by the regular patrol officers previously described.

What will be the **minimum** guaranteed staffing level of police officers "on-duty and on patrol" in your model before you will utilize either call-outs or overtime?

Define any additional specialists patrol or investigative capabilities that will be provided *in-house* by your police service in the county-wide model.

What additional specialists capabilities will be provided from *outside sources* and who will provide these services? What will be the costs, if any, for the use of

these external specialists? Have the outside suppliers of services provided a shared services arrangements and estimate of costs?

Does your police service have any servicing agreements with any other police service to provide additional police officers when required for either back-up or special event policing? If not how will special events policing like the Cobourg Waterfront Festival, Brighton Applefest, or Port Hope Jazz Festival be accomplished and what additional equipment does your police service have for on-site command capabilities at such events or to act as a an Operations Command Unit for serious criminal investigations?

3.1 **Communications:**

Preamble:

The police communications system is critical to the safety of police officers and the safety of the community. As a minimum standard all police officers must be capable of reaching the base station communications unit and have the capability of officer-to-officer communications from any area in Northumberland County. Such a system must provide full coverage throughout the County of Northumberland and provide a fall-back or alternate system of communication in the event of the main communications system failing. This system needs to be operated by only trained communicators and supervised at all times by uniformed supervisors who are fully trained on the operation of the police communications system and equipment. Ideally, the police communications should be encrypted or have an encryption or full privacy capability.

Where will the Communications Centre be located for your police service?

At a minimum the police communication systems must provide 24 hour police communications coverage throughout all of Northumberland County for all mobile units and include portable communications for officers while on foot patrol. Both mobile and portable communications equipment must include *emergency assistance* (10-78) capabilities for officer safety.

- a). How will your police service ensure this level of communication capability?

- b). Who will be the communications system supplier and who will provide maintenance/repair services to the proposed police communications system? Is that repair service available 24 hours per day?
- c). How will 9-1-1 call handling and toll-free accessibility by the public to all police offices be accomplished in Northumberland County.
- d). Ontario Regulation 3/99 requires that the communication centre be supervised by an on-duty member of the police service. How will your police service meet the requirement for uniformed supervision in your police communications centre? Is this supervision model contained in the earlier staffing model requested in Section 2?
- e). In the event of the primary communications system failing what communications back-up systems will be in place and how will that system provide reliable on-going county-wide communications for police personnel?
- f). What will be the start-up equipment costs for supplying the complete tower, mobile, fixed and portable communications equipment necessary to meet the level of communications required?
- g). What will be the expected on-going annual costs to provide, operate and maintain this system to the County of Northumberland? (Do not include staffing costs.)
- h). What will be the tower arrangement of the system and identify where towers will be located and describe each tower as a primary or repeater tower. (Only define repeater towers if repeater bases are part of your communications strategy.)

The statement of costs and verification of the technical capability of the proposed system by a communications technician verifying capability is required.

- i). Does your current police communications system have any areas where reliable police communications are not being provided in your existing police jurisdictions.
- j). How many communications operators will be on-duty to operate the police communications system? Will that system have the ability to provide dispatch services for other emergency services in Northumberland County such as fire services dispatching? Costs of providing the dispatch services to other municipal departments are not required as part of your submissions.

3.2 Record Entry Systems

Preamble:

Civilian entry systems are in use in several Ontario Police Services and these systems reduce significantly the administrative and report writing time faced by police officers. The County of Northumberland study views civilian entry as both a time-saver and a cost-effective manner to deliver police services. It also has the potential to reduce the number of uniformed officers by transferring these reporting duties to more properly trained civilian entry clerks.

While the adoption of a civilian entry system may require start-up and maintenance costs they are generally considered the most efficient manner of police record recording. In the context of an amalgamated service civilian entry systems create more civilian employment opportunities for displaced civilian employees and may allow the civilian entry clerks to also maintain 9-1-1 call-taking and dispatch services for other municipal departments on a cost-recovery basis.

Will your police service model utilize a civilian entry system?

What will be the start up costs of such a system and what will be the expected annual operational costs?

What number of civilian positions would be required to provide civilian entry services for the 110 or more uniformed police officers that will be operating in Northumberland County?

If your police service is currently call-taking and dispatching other municipal services list those services and advise of any cost recovery fees obtained for providing these services in your 2005 police services operating cost statements.

4.1 **Criminal Investigations:**

Preamble:

A community of more than 80,000 people will have an expectation that their police services be capable of investigating all crimes in the community. However, it may not be cost effective to train and equip members of the police services to the standards necessary for investigating all crimes and outside criminal investigative support by larger, more equipped police services may be a rational and cost effective manner of investigating some crimes. In meeting community expectations for response to criminal and serious traffic investigations the residents of Northumberland County will expect a high level of expertise in all investigations.

How many criminal investigation members are contained in your proposal?

How many criminal investigation supervisors are contemplated in your proposal and what will be the rank of these supervisors?

What criminal investigation services will not be provided by in-house criminal investigators?

Who will provide external investigative support services and what are the expected costs for these supports? Do service agreements currently exist?

Will these investigative protocols continue to exist in the county-wide model?

How many officers in your police service have received Ministry training and are current in the use of the Power Case Crime Management programs approved by the Ministry?

Does your police service provide specialist investigative services to any other police service?

4.2 **Investigative Supports:**

Define in your proposal the number of officers that currently provide or will be trained in the following investigative areas.

- a). a criminal intelligence capability (CISO Officers)
- b). Scenes of Crimes (SOCO) Trained Officers

- c). Forensic Identification
- d). Canine Handler
- e). Technical Collision Investigation and Reconstruction
- f). Intoxilyzer or Breathalyzer Operators
- g). Physical surveillance
- h). Video/Photographic surveillance
- i). Polygraph
- j). Behavioural Sciences investigators

If the police service will not have all of the above capabilities what police service or approved agency will perform these functions. Do service agreements currently exist and will they be portable into the county-wide policing model? What will be the expected costs of these services?

Are there any agreements in place where your police service is responsible for supplying investigative supports or expertise to any other police agency?

In terms of the qualifications of your existing Forensic and other investigators are there any members of your police service qualified to provide "expert" evidence in court? Have members of your police service who are providing investigative supports in the area of crime analysis or forensic identification completed the necessary training course standards required by the Ministry?

In the following chart indicate whether your police service currently has the investigative capability, will develop the investigative capability, or will undertake service or investigative agreements with another police agency to have the following investigative expertise available to Northumberland County.

<u>Investigation Type</u>	<u>#Qualified Now</u>	<u># That Will Be Qualified</u>	<u>Externally Provided by Whom?</u>
Homicide			
Attempt Homicide			
Physical and Sexual abuse of children			
Criminal Harassment			
Drug Offences other than Simple possession			
Elder abuse and vulnerable adult abuse			
Major fraud and False Pretences			
Hate or bias motivated crimes and hate propaganda			
Found Human Remains			
Illegal gaming			
Missing Persons			
Parental and non-parental abductions			
Offences involving firearms			
Proceeds of Crime			
Property Offences including break and enter and arson.			
Robberies			
Sexual Assaults			
Youth crimes including youth gang detection			

5. **Victim Assistance Services:**

Preamble:

The trauma of being a victim of a crime or involvement in serious motor vehicle collisions can change lives forever. Victimization is particularly impacting in violent crimes, sex crimes, domestic violence and in crimes where the victims are either children, seniors, or otherwise marginalized individuals. The County of Northumberland expects its police service provider to understand the needs of victims and if necessary participate in an approved program where on-going support of victims can be provided by the police officers or trained volunteers (i.e. VCARS).

Does your police service participate in the VCARS program or other similar Ministry recognized victim assistance programs?

Does your police service provide a formal support worker or volunteer at the courts to assist witnesses involved in the criminal justice system?

Does your police service provide any specialized training for your officers that would ensure a proper level of support is provided to victims, challenged and marginalized persons?

6. **Public Order Units**

Preamble:

Adequacy Standards in Ontario for police services requires each police service to have a Public Order Unit or to enter into an agreement for another service to provide a Public Service Unit.

Does your police service have a public order unit? If not, what police services are providing this level of response to your police services currently?

In the county-wide proposal will your police service provide a public order unit or continue to contract the services of a public services unit from another police service and from which service?

7. Emergency Response Units:

Preamble:

Adequacy Standards require police services to have specific emergency response capabilities. The service can either provide these services or the Board can enter into agreements for the supplying of these services by another police service.

Indicate how each of the following Emergency Response Services will be provided to Northumberland County in your proposal. What costs are associated with these services that are not already contained in your proposal?

<u>Requirement</u>	<u>Currently Provided</u>	<u>To be Provided In-House</u>	<u>To be Provided by whom?</u>
Tactical Unit			
Hostage Rescue			
Major Incident Commanders (Trained)			
Crisis Negotiators (including proper recording equipment).			
Police Explosives forced entry technician			
Explosives Disposal Technician			
Emergency Response Team-Containment			
Emergency Response Team-Search and Rescue			

What is the expected response time of each unit to Northumberland County?

- Tactical Unit:
- Hostage Rescue:
- Major Incident Commander:
- Crisis Negotiators (2 minimum):
- Police Explosives forced entry technician:
- Explosives Disposal Technician:

Emergency Response Team-Containment:
Emergency Response Team-Search and Rescue:

In the past three year period on how many occasions have the above units been utilized in your policing jurisdiction?

Tactical Unit:
Hostage Rescue:
Major Incident Commander:
Crisis Negotiators (2 minimum):
Police Explosives forced entry technician:
Explosives Disposal Technician:
Emergency Response Team-Containment:
Emergency Response Team-Search and Rescue:

8. Police Training-General

Preamble:

Mandatory training of police officers is required for such areas as firearms proficiency, use of force, CRP and First Aid, Vehicle Pursuit legislation, and for operation of radar and breathalyzer/intoxilyzer instruments. Larger police services such as the OPP and Metropolitan Toronto Police Services operate Police Training Academies. All Ontario Police Services train at either the Ontario or Canadian Police College. Supplementing this training is a series of approved video training programs on a variety of topics that are provided for self-learning by the officers.

How is your police service completing their annual mandatory training, where is the training provided, and who is the training agency?

In a county-wide model will your training locations and methods of training change?

Indicate on the chart below how mandatory police training will be completed if your service had the county-wide policing responsibility? All training costs should be contained in your proposal including projected costs of cost-backs for training if your service will be using other police services training units/trainers.

<u>Requirement</u>	<u>Current Provider</u>	<u>Provider in County Model</u>	<u>Training Agency/Service</u>
Firearms Training			
CPR and First Aid Training			
Use of Force Training			
Vehicle Pursuit Training			
Radar Training			
Breathalyzer/Intoxilyzer			
Emergency Response Team Training (if applicable)			

9. **Police Service Offices and Public Accessibility**

Preamble:

Under Section 4 of the Police Services Act the municipality is responsible for providing the buildings and infrastructure necessary to support the policing needs of the police service. There currently exists two police service buildings in the Town of Cobourg (OPP and Municipal), and one police service building in the Municipality of Port Hope (Municipal), Municipality of Brighton (OPP) and Municipality of Trent Hills (OPP). In 2006 there are approximately 114 uniformed police officers, 32 civilian full-time employees, and 15 part-time civilian employees employed within the police services. In addition there are 8 Court Security Officers located in the Cobourg police service.

The strategic deployment of the policing and civilian support staff across Northumberland County is important to ensure a proper response to calls for service, the effective use of police resources, to provide residents with reasonable accessibility to the police service, and to reduce police operational costs. Police buildings that contain incarceration cells must

meet strict Ministry guidelines in regards to use and equipment. There must also be segregation of Young Offenders from Adult Offenders. Police Services buildings must also contain secure property storage facilities and ideally a capability to take crime vehicles and other large exhibits into a secured police building for investigative processing.

The general public has a reasonable expectation to meet with a police officer during normal business hours at the main police stations. At other times, generally from 18:00 to 08:00 hours, the public has become use to using outside telephone connections to police communications officers in order to access the on-duty police officers for non-emergent enquiries. The public does not expect to travel long distances to receive police services or to incur long distance phone charges to contact officers at a police building.

The public also has an expectation that some form of police presence will remain in each of the communities where police buildings currently exist.

In your proposal identify the adequacy or inadequacy of any existing police buildings to be utilized in the county-wide policing responsibilities, the need for any additional police buildings or the repairs or additions to existing police buildings and the cost of operating these facilities (including projected physical and operating costs such as utilities, insurances, etc.).

The proposal must also identify the proposed geographical location of all full service or satellite offices where the public can obtain police/client services, and also how many police staff will be assigned to work from each police building in the County of Northumberland. In providing buildings any additional equipment or civilian staff needed to service the operations must be identified and built into your staffing proposal.

All costs associated with securing and equipping the buildings for police use must be determined. Police building costs will be fully the responsibility of the police service provider with reasonable accommodation costs being charged annually to the County of Northumberland through the policing agreement. Expected rental costs of any existing municipal buildings, other than Community Police Offices, must be identified.

Municipalities in Northumberland County will continue to fund Community Police Offices in their respective communities.

What will be the hours of operation of each police building and how will the public contact police officers on patrol in their community during hours when the office buildings are closed to the public?

10. Auxiliary Police Officers and Civilian Police Committees

Preamble:

Only the Ontario Provincial Police use Auxiliary Policing to strengthen the visibility of police officers on patrol and at special events in Northumberland County. .All police services use Civilian Volunteers generally in the form of Community Police Committees and the Cobourg Police Service uses their civilians to deliver some in-classroom presentations and to staff the front reception area of the police building. Community Police Committees and Auxiliary Police officers provide support to the policing operations and are a cost effective manner of operating community- based policing programs.

How will your police service use civilian volunteers in your policing proposal?

On a county-wide model of policing there will be several community police committees. How will civilian committees be managed and supported by your police service?

How will these volunteer groups share resources and information with the police service?

Will your police service use Auxiliary Police members in policing Northumberland County?

11. Community Programs

Preamble:

Each community has a need for individualized community-based policing programs. For instance, the larger senior population in Port Hope and Cobourg require different policing responses from the more rural areas of the County. In the rural municipalities residential and commercial properties are more isolated and consequently more prone to property crimes. In all communities, programs such as Internet Safety and concern for crimes against children and seniors exist. A County-wide police service must deliver a variety of different programs and the community needs a consultation process where localized concerns can be communicated to the police service. This consultation will also direct the needs for special enforcement or community safety initiatives.

What community-based initiatives does your police service anticipate delivering on a county-wide basis?

What programs does your police service currently deliver in your community?

What mechanism will your police service use to provide members of the public with an opportunity to attend meetings, meet with the police, and to discuss public safety concerns in the seven communities in Northumberland County?

12. Community Consultation and CPAC Committees

Preamble:

The change to a county-wide policing model will result in a single Police Services Board and eliminate the current arrangement where each community has its own Police Services Board. This change creates a concern throughout the County for how the local community policing needs will be identified and brought to the attention of the local police officers serving their community. It also creates the concerns of local needs in more rural areas not receiving sufficient attention at the County Police Services Board.

In some jurisdictions Community Policing Advisory Boards (CPAC) are utilized to augment the Board process. However the two roles are distinctly different. The Board concerns itself with governance of the police service and the CPAC committees are strictly advisory.

During the consultation process this was a primary concern throughout the County of Northumberland.

What mechanisms would your police service put in place so that the concerns of all seven communities will be heard and properly addressed by the police service and by the Police Services Board?

How does your police service currently consult with the community and what formal processes are there in place for the police and public to communicate on community safety concerns?

What mechanism will your police service use to provide individual members of the public with an opportunity to attend meetings, meet with the police, and to discuss public safety concerns in the seven communities in Northumberland County?

Will your police service use a Business Planning approach and will the police service establish measurable performance standards for monitoring the outcomes of policing in each community?

What mechanism will your police service use to monitor public satisfaction with the police?

13. Terms and Structure of Agreements

Preamble:

The County of Northumberland has clearly stated that the delivery of policing services to the County of Northumberland will only be entered into through a formal agreement and with firm cost quotations. The contract will be between the Province of Ontario and the County of Northumberland. In addition, the infrastructure costs to operate the police service will be the responsibility of the police service supplier with the few exceptions noted in this RFP.

The Agreement will be for a five year period. Will your police service contract to provide services on a five year basis?

What circumstances or conditions could effect the annual policing costs?

What dispute mechanism will be utilized in the contract to resolve issues between the parties?

Will your police service enter into an agreement providing either party of the agreement the ability to come out of the agreement at any time on mutual consent or by one party providing reasonable notice in writing to the other of their intent to terminate the agreement earlier then the five year term? What is a "reasonable" notice?

What costs will be the responsibility of the County of Northumberland if the agreement is cancelled prior to the five year term.

14. Offers of Employment/Seniority/Benefits/Promotional Opportunity Uniformed Members and Civilian Employees

Preamble:

It is a generally accepted practice that full-time police service members of the former police agency, provided they meet the requirements of the Police Services Act, will be offered employment with the new police service provider. The Chief of Police or OPP Commissioner does reserve the right to review the suitability of any officer but non-suitability is commonly for only those officers charged with a criminal offence. In addition, officers on a medical disability leave are offered employment with the new police service when satisfactory medical evidence is provided that the member can return to work and perform the full duties of a police officer.

The salary and benefit package of the amalgamated police officers will be at the current rate established for that rank in the new police service. The benefits package will be the same as provided to members of the successful police service. Seniority rights of the new employees are expected to continue. A one year probationary period can be waved at any time in the probationary year for satisfactory service with the new police agency.

Civilian employees of the former service are expected to be offered employment with the new police service if any additional civilian positions are required by the police service. The salary and benefit programs will be at the same level as their classification dictates in the new service.

Will your police service confirm that immediate offers of employment will be made to the former police officers of the replaced police service?

What uniformed officers will not be offered positions with the new police service?

Will your police service undertake to employ as many of the former police services civilian support staff in the new police service as will be required to operate the new service?

Will the new police service follow the recommended rank determination process for determining the level of entry to the new police service by the former ranking members of the absorbed police service?

Will your police service commit to enter into an agreement to not transfer members of the absorbed police service for a period of three or five years unless

it is necessary for the interests of the community or the member requests to be transferred?

Will your police service recognize the amalgamated police officer's seniority level for all unbroken police service (not more than a 90 day hiatus) and recognize any unbroken service the member completed with any other Ontario police service where the member served prior to his/her current police services employment?

Will your police service credit the amalgamated civilian employees seniority levels for unbroken police service (not more than 90 days hiatus) with the former police service and with any other Ontario police service the civilian served in prior to his/her current police services employment?

Are there any benefits or vacation entitlement or promotional opportunity restrictions effecting either police officers or civilian employees that are amalgamated into your police service?

Will uniformed members of the former police service who hold promotional credits from the Ontario Police College or the Ontario Provincial Police promotional qualification system be recognized as valid for promotion within your police service and will they be entitled to compete equally for any ranking position vacancies created through the amalgamation process? What if any restrictions apply?

15. Final Costs and Deployment Statement.

Preamble:

In this section of your response to the RFP the O.P.P. is required to provide a total cost for providing all police services in Northumberland County. Where significant differences exist on a community to community basis resulting from different levels of services those differences need to be identified clearly as costs incurred in supplying the additional services to only those communities. For instance, responding to all calls for service in the Town of Cobourg and Port Hope to satisfy the expectations of those communities does result in additional costs that would be unfair to assess to all communities. Similarly, the costs to maintain snow vehicle and ATV patrols in the rural communities are costs that should not be borne by the Town of Port Hope and Cobourg unless there are areas of these jurisdictions requiring such patrols. Do not exclude these costs from your total policing cost figures but separate them clearly in the explanation of costs in your proposal.

Show the total number of both police service members and civilian positions, including the need to provide court security personnel in the Cobourg courts. The rank structure, specialists positions and rank of all specialists, and in which police services buildings they will be located must also be identified.

The locations and operations of police buildings must be defined in regards to a service delivery statement with all accommodation costs included in your RFP costing proposal.

One time start up costs need to be listed with details separated from the annual costs for the operations of the county-wide police service. These costs will be non-recurring one time costs only. As an example, equipping officers with new firearms would be one time start up costs.

As a guideline the O.P.P. may choose to adopt the following format. For practical purposes and to reflect the service retention bonuses existing in all police services contracts your cost statement should be based on a seniority level of a 17 year member or on the year after a member or employee reaches the second step of the retention bonus classification. In most cases this occurs in service year 17.

Position <u>Description</u>	Number of Positions	Costs of Positions
<p><u>Uniformed Members</u></p> <ul style="list-style-type: none"> • Chief of Police • Deputy Chief of Police • Inspector • Staff Sergeant • Sergeant • Constable <p>Total Uniform salaries</p> <ul style="list-style-type: none"> • Overtime (3 year average) • Contractual Payouts (Vacation and Statutory Holidays) • Shift Premium • Benefits (Salaries and Overtime) <p>Total Uniformed Salaries and Benefits</p>		
<p><u>Civilian Members</u></p> <ul style="list-style-type: none"> • Office Administration • Clerks • Caretakers 		

<ul style="list-style-type: none"> • Communications Operators • Prisoner Guard/Court Security <p>Total Civilian Salaries</p> <ul style="list-style-type: none"> • Overtime • Contractual Payouts • Shift Premium • Benefits • <p>Total Civilian Salaries and Benefits</p>		
<p>Costs of Municipal or Provincial charge-backs for managing payroll and benefit programs and administration.</p>		
<p>Total Salaries and Benefits-All Employees including administration charges.</p>		

Direct Operating Expenses	Costs of Services/Equipment
<p>Operations Support costs including all training costs and costs of equipment procurement, specialized equipment purchases but not office automation or communications equipment or vehicles. Include conference and other related fees as a training expense.</p> <p>Service agreement cost backs from other police services or agencies</p> <p>Police vehicle usage including rental agreements/costs, maintenance and insurance.</p> <p>Telephone Costs</p> <p>Office supplies</p> <p>Accommodation costs for both rental and owned buildings including maintenance and utility services.</p> <p>Uniform and Equipment costs</p> <p>Furniture and Equipment costs</p> <p>Cleaning costs including cleaning contract costs, snow removal, lawn cutting, gardening supplies and equipment.</p> <p>Communications costs including equipment purchase and maintenance but not communications operator's salary and benefits.</p> <p>Office Automations costs-Uniform Members Office Automation costs-Civilian Employees</p> <p>Costs for administration, legal and financial services and any additional charges incurred by the municipality or police service:</p> <p>Other direct operating expenses not captured above. (Specify)</p>	

<p><u>Total Operations Support Costs:</u></p> <p>Other miscellaneous costs not associated to any listed category:</p> <p>Total Gross Costs-Operational Costs and Salary and Benefits:</p>	
<p><u>Expected cost recoveries:</u></p> <p>Grant Programs</p> <p>Licensing/False Alarm Recovery, etc:</p> <p>Police Records</p> <p>Disposal of Property</p> <p>Other Recoveries:</p> <p>Net Policing Costs (Salary/Benefits and Operations less any known recoveries).</p> <p>Note: This cost must be the same total annual policing costs that will form the annual cost base for the policing agreement.</p>	

16. One time start up costs.

Preamble:

As previously discussed it is expected that there will be some one-time assessed start-up costs for the county-wide policing operation. These costs are restricted to expenses that will only occur once. If the expense occurs more than once it should be scored in the operational support category of expenses.

What one time expenses will be assessed to Northumberland County and give a detailed accounting of what these expenses are and their exact amount of costs?

17. **Policing Operation Start Up Time Frame:**

Preamble:

A Section 40 Police Services Act Hearing will be required to make a change to county-wide policing. That hearing will occur after County Council has made its decision to adopt County-wide policing and the County Council's approval of the police service tender. The Council decisions are expected to occur in August to September 2006.

Contemplating all approvals will be in place by year end 2006 what would be your police services expected date for implementing county-wide policing services in Northumberland County?

Northumberland Police Services
Building Review



Northumberland Police Services Buildings

The present Northumberland OPP detachments in Trent Hills, Brighton and Cobourg comply with Provincial regulations and OPP facility guidelines.

For the purposes of the Northumberland County Policing Proposal, this document will focus on the suitability of both the Cobourg Police Services facility and the Port Hope Police Services facility. All costs in this document are projected on the assumption that the present buildings will be utilized for a maximum number of officers equal to what presently exists within the Municipal Police Services.

Cobourg Police Services Review

On Friday December 1st 2006, a site visit of the Cobourg Police Services building was conducted to determine suitability as an OPP Police Building. The Main structure of the building was built in 1906 and is considered a heritage building. A newly constructed secure holding facility was recently added. This facility is physically separate from the main building and houses 8 cells, hard interview rooms, privacy phone and sally port.

The overall building envelope consists of approximately 23,900 square feet, of which 20,000 square feet is occupied by the police. This overall area does not include the new holding facility.

Information provided to OPP facilities personnel indicated that significant renovations were scheduled to take place in the spring of 2007 to convert an unused portion of the building (+/-3,900 square feet) to a functional area. On March 6th 2007, it was brought to our attention that since our site visit the status and schedule for the previously indicated renovations is no longer online. OPP have not been able to obtain a detailed plan or scope of the proposed work, however the understanding is that the intent remains for renovations to take place in the future. These renovations may address many of the items identified as areas of concern with respect to our guidelines and Adequacy standards.

Adequacy and Effectiveness Standards:

Does facility meet or exceed the Provincial Building Fire Code Regulations?	Y
Does facility have sufficient space for the efficient Organization of offices and Equipment?	Y
Does Facility have Adequate HVAC system?	Y
Does Facility have a secure foyer?	Y
Does facility have a private interview room?	Y
Are cell minimum size or bigger (7'x4'6" & 7' high)?	Y
Are fire extinguishers secure and readily available in cell area?	Y
Are there smoke and heat detectors in cell area?	Y
Are there toilets in each cell?	Y
Are they stainless steel with a sink otherwise desc.?	Y
Is there first aid equipment in cell area (including airway devices)	Y
Are lockups separate from public view?	Y
Can confidential interviews with legal counsel be accommodated?	Y
Is there a proper prisoner processing area (Is it well illuminated)	Y
Do unsafe conditions exist in cells (means by which a ligature could be attached ? (Return Air Grilles)	Y
Does facility have secure working area for members away from public area?	Y
Is there a means of communication between Front desk/Communication Centre etc from cell area?	Y

Requirements and Recommendations:

The following accommodations requirements speak to identified deficiencies with the present building that must be addressed in order to comply with Provincial regulations and OPP facility guidelines to promote a safe and positive working environment for personnel:

- Acquisition of long-gun vault for location. No long-gun vault presently on site.
- Return or supply air grilles in cells have large openings – must be replaced with ligature proof grilles.
- Exhibit storage requirements – requires significant reconfiguration. The area has only 1 tier of security, which consists of a hollow core wood door and 2x4 stud walls with plastic cross-mesh. Steel mesh security fencing is required along with a secure door and Abloy lock. OPP Facilities and security specialists must approve modifications prior to commencement of renovation.
- Drug lockers and locks within tier 2 of vault.
- SOCO room - secure millwork required. (Indicated to be included in renovations, must be reviewed and approved by OPP facilities.
- Public interview room (planned renovations addresses this issue. The renovations for this room should be approved by OPP facilities. Recording equipment will be a requirement).

- Exterior illuminated sign with OPP graphics will be required.
- Personal storage, duty bag or wide brim hat cubbies –. Provisions for area where these items can be stored.
- Female lockers and Female showers required. (Planned renovation addresses this issue).
- Secure construction of reception counter.
- Parking for employee's personal vehicles.

Security and Keying Requirements:

- Exterior door lock cylinders would need to be changed to OPP (Abloy) keyway on two doors on the main building. The entrance to the vault area requires a new metal door, frame and lock with Abloy cylinder. There is presently no high security keying in the vault area.
- New cellblock building in the rear of the main building has Schlage Primus keying and should be secure. Deadbolts installed on the interview rooms and phone room doors will need to be removed or disabled.

IT Lan and Wan Structure requirements:

Currently the site has ADSL Bell line providing the connection to the WAN. This connection is located in the main server and rack room on the second floor in the south corridor.

The LAN cabling appears to be a mixture of various different types and styles of cables. The representative from Micro Age stated that they are just maintaining the wiring with hopes to upgrade the cabling to be of standard in the future. There appears to be no certification for any of the wiring on site. Presently the server room has 2 racks. One for firewall equipment and the other is a shared rack for IT and CCTV.

- It is our recommendation that any workstation deployment will require new data lines run to the required locations. Wiring this building will prove difficult due to the age and the type of the structure. An estimate for cost of new data lines has been provided in the "Projected Capital Costs" section of this document.

Voice Services Requirements

This costing proposal is focused on just the voice service side for the Town of Cobourg Policing Proposal.

Assumptions for this costing proposal:

- Assuming the Cobourg office is an operational detachment
- OPP will use the current Cobourg Police Service Building (whole building)
- OPP will install new Ephone (external phone)
- Three (3) V-net services will be added/installed to this location
- Only four (4) phone lines for voice, and one (1) phone line for fax is provisioned in this office. We prefer to have all new phone numbers for these lines, but if the municipality/township wants to keep the main admin phone number, we can port that one phone number under OPP control. All the other phone lines (including the 911 circuits) will be handled by the municipality/township either disconnect or relocate to other place.
- The Police office is expected to operate in normal office hours (8:30am to 4:30pm)
- There will be no 911 services handled in this office, and no alarm monitoring
- All police 911 downstream and police dispatch will move to Provincial Communication Center (Smiths Falls)
- The municipality/township need to arrange its own 911 CERB and fire dispatching with other external agencies. These services will not be provided in a non-municipal OPP police facility.
-
- There is no Community Police Office (CPO) provisioned in this costing.
- Suggested Telco Services provisioned in Cobourg Office handled by OPP
- Four (4) loop-start business lines in an equivalent group for voice
- One (1) loop-start business line for fax
- Three (3) Vnet circuits

911 services

- Cobourg is handling their own 911 CERB (Primary PSAP) and 911 downstream for Police (Secondary PSAP).
- The 911 Communication Center of Cobourg is located in the current Police Service Building (2nd floor).
- There are two console positions handling both call-taking and dispatching
- Two communicators per shift
- The Cobourg Communication Center handles
- 911 CERB for its own municipality/township
- Police 911 downstream and dispatch for its own.
- Fire Dispatch for its own, and some contract locations
- Alarm monitoring for some municipality buildings

Existing Voice Services

- Current Phone System is Mitel SX-200. It is a satellite system off the main Mitel system in the Town Hall building
- The phone lines they current have in the police building are:
- 5 phone lines for admin (Main number 905-372-6821)
- 3 fax lines
- 5 lines for 911 (both CERB and 911 downstream)
- 4 lines for backup 911

OPP Phone System Hardware Cost

OPP is going through a province wide phone system replacement project in all of our detachments. A new Voice over IP (VoIP) phone system will be installed for all locations. For contract policing locations, OPP will use the same phone system and programming. Costs associated with the rental and maintenance of this phone system will be incorporated as a per officer cost in next Costing Formula update. The OPP will be responsible for providing, installing and programming the new phone system. OPP will still own the phone system, and can remove the phone system (and associated equipment, including phone sets) from the location for our own use if the contract is expired and has not been extended.

Voice Cabling

As the proposed phone system is a VoIP system, the voice cables in the building will need to be Cat5e certified (the same as that of the data cable). The police facility will require rewiring with certified voice cable. The estimated cabling cost is included in this document. The Cobourg Police facility is a historical building; the cost to re-cable this facility may be much higher as there may be significant restrictions in routing the cable throughout the facility. Without having the certified cabling contractor to evaluate the entire rewiring project, it is difficult to estimate the cabling cost. Estimated capital costs listed below are estimated at the normal cost associated with voice cabling. A contingency cost has been added due to the nature of the facility.

Cobourg Police Services Building Projected Capital Costs*

*Projected Capital Costs include one time set up costs for voice, data lines and building requirements including evidence security as assessed by the Ontario Provincial Police.

Although these requirements are necessary the Municipality has the option to hire their vendor of choice for the installation of the required data and phone lines.

The acquisition and installation of items identified as building and evidence security requirements in a countywide model is the responsibility of Northumberland County. The county is responsible for paying for all costs associated with all identified requirements.

***Projected Capital Costs**

Voice cabling (108 drops @ \$250 each)	27,000
Structural Cable Distribution.	16,200
Bell Phone Line Change Cost.	1,000
Bell Vnet Lines Installation.	195
Provision for historical building cabling.	43,200
Data Lines	6,538
<i>(Supply, place, terminate, test and label 100% 16 cat5e, ft6 data lines complete with wiremold and conduit raceway to run through building)</i>	
Initial Cost of 2 Abloy Cylinder Locks @ \$75 each**	150
Initial Cost of 1 Mortise Lock for vault @ \$250 each**	250
Steel fencing for Tier 2 of vault construction	20,000
Evidence drop off box.	2,000
Initial Cost of Vault Door and Frame @ \$1,000 each**	1,000
Drug lockers and locks 12 @ \$250.	3,000
OPP Sign as per OPP guidelines.	10,000
Initial cost of Long-gun Vault.	1,500
Total Projected Capital Costs	132,033

**Cost does not include installation.

Port Hope Police Services Building

On Friday December 1st, 2006, a site visit of the Port Hope Police Services building located in Port Hope was conducted to determine its suitability as an OPP Police building. The building consists of approximately 5,500 square feet of useable space. The below are the Requirements and recommendations required to comply with Provincial Regulations and OPP guidelines. It should be noted that this report speaks to suitability of the facility for housing the same number of officers as currently exists in the municipal police services structure.

Adequacy and Effectiveness Standards:

Does facility meet or exceed the Provincial Building Fire Code Regulations? Unknown report from Fire Marshall Required	?
Does facility have sufficient space for the efficient Organization of offices and Equipment?	Y
Does Facility have Adequate HVAC system?	Y
Does Facility have a secure foyer?	Y
Does facility have a private interview room?	Y
Are cell minimum size or bigger (7'x4'6" & 7' high)?	Y
Are fire extinguishers secure and readily available in cell area?	Y
Are there smoke and heat detectors in cell area?	Y
Are there toilets in each cell?	Y
Are they stainless steel with a sink otherwise desc.?	Y
Is there first aid equipment in cell area (including airway devices)	Y
Are lockups separate from public view?	N
Can confidential interviews with legal counsel be accommodated?	N
Is there a proper prisoner processing area (Is it well illuminated)	Y
Do unsafe conditions exist in cells (means by which a ligature could be attached ? (Ligature points present, cell fronts, beds grilles)	Y
Does facility have secure working area for members away from public area?	Y
Is there a means of communication between Front desk/Communication Centre etc from cell area?	Y

Requirements and Recommendations:

The following accommodations requirements speak to identified deficiencies with the present building that must be addressed in order to comply with Provincial regulations and OPP facility guidelines to promote a safe and positive working environment for personnel:

- Acquisition of long-gun vault for location. No long-gun vault presently on site.

- Secure Cells, presently not compliant: Multiple ligature points, inadequate cell fronts.
- SOCO room - secure millwork required
- Female shower and lockers required
- Exhibit storage requirements – requires additional storage for evidence.
- Public interview room required approved by OPP facilities. (Recording equipment will be a requirement).
- Exterior illuminated sign with OPP graphics required.
- Secure construction of reception counter.

Security and Keying Requirements:

- Three perimeter door locks would need to be changed to OPP (Abloy) keyway.
- Cell fronts would need to be replaced, presently do not meet adequacy standards.

IT Lan and Wan Structure requirements:

Newer cabling is in place for the LAN and WAN.

The site has ADSL Bell line providing the connection to the WAN. This connection is located in the main rack room located in the basement at the rear of the building.

All the wiring appears to be at least CAT5. The wiring does not appear to be certified.

- As a minimum requirement any workstation deployment will require certification of the lines or new data lines run to the required locations.

Voice Services Requirements

Assumptions for this costing proposal:

- Assuming the Port Hope is an operational detachment within the Northumberland County Structure. OPP will use the current Port Hope Police Service Building (whole building)
- Rewiring of voice cabling required
- OPP will install new Ephone (external phone)

- Three (3) V-net services will be added/installed to this location
- Only three (3) phone lines for voice, and one (1) phone line for fax is provisioned in this office. New phone numbers preferred for these lines, but if the municipality/township wants to keep the main admin phone number, we can port that one phone number under OPP control. All the other phone lines (including the 911 circuits) will be handled by the municipality/township either disconnect or relocate to other place.
- The Police office is expected to operate in normal office hours (8:30am to 4:30pm)
- There will be no 911 services handled in this office, and no alarm monitoring
- All police 911 downstream and police dispatch will move to Provincial Communication Center (Smiths Falls)
- The municipality/township need to arrange its own 911 CERB and fire dispatching with other external agencies. These services will not be provided in a non-municipal OPP police facility.
- There is no Community Police Office (CPO) provisioned in this costing.
- Suggested Telco Services provisioned in Port Hope facility handled by OPP
- Four (3) loop-start business lines in an equivalent group for voice
- One (1) loop-start business line for fax
- Three (3) Vnet circuits
- No beat radio system cost is estimated in this costing.

911 services

Port Hope is handling their own 911 CERB (Primary PSAP) and 911 downstream for Police (Secondary PSAP).

- The 911 Communication Center of Port Hope is located in the current Police Service Building (front desk).
- There is one console positions handling both call-taking and dispatching and one back up position.
- Two communicators per day-shift and 1 communicator per night shift
- The Port Hope Communication Center handles
- 911 CERB for its own municipality
- Police 911 downstream and dispatch for its own.
- Fire Dispatch for its own, Cramahe Township and Hamilton Township.

- Alarm monitoring for some municipality buildings

Existing Voice Services

- Current Phone System is a Norstar MICS with 12 port fiber expansion and a call pilot 100 voice mail system
-

The phone lines they currently have in the police building are:

- admin lines
- pre-911 emergency lines
- 911 lines
- backup 911 lines
- fire lines
- emergency party line from pool, etc
- fax machine lines
- ATM machine line
- special project line

OPP Phone System Hardware Cost

OPP is going through a province wide phone system replacement project in all of our detachments. A new Voice over IP (VoIP) phone system will be installed for all locations. For contract policing locations, OPP will use the same phone system and programming. Costs associated with the rental and maintenance of this phone system will be incorporated as a per officer cost in next Costing Formula update. The OPP will be responsible for providing, installing and programming the new phone system. OPP will still own the phone system, and can remove the phone system (and associated equipment, including phone sets) from the location for our own use if the contract is expired and has not been extended.

Voice Cabling

As the proposed phone system is a VoIP system, the voice cables in the building will need to be Cat5e certified (the same as that of the data cable). Therefore the cable in the building will need to be either certified or rewired with new voice cable. The estimated cost for re-wiring the police facility is included in this document.

Port Hope Police Services Building Projected Capital Costs*

*Projected Capital Costs include one time set up costs for voice, data lines and building requirements including evidence security as assessed by the Ontario Provincial Police.

Although these requirements are necessary the Municipality has the option to hire their vendor of choice for the installation of the required data and phone lines.

The acquisition and installation of items identified as building and evidence security requirements in a countywide model is the responsibility of Northumberland County. The county is responsible for paying for all costs associated with all identified requirements.

***Projected Capital Costs**

Supply, place, terminate, test and label 100% 34 cat5e, ft6 data lines.

Initial Cost - One Time Set-Up Cost	
* Voice cabling (56 drops @ \$250 each)	14,000
* Structural Cable Distribution.	8,400
* Bell Phone Line Change Cost.	800
* Bell Vnet Lines Installation.	195
Initial Cost of Data Cabling.	4,230
Initial Cost of 4 Abloy Cylinder Locks @ \$75 each**	300
OPP Sign as per OPP guidelines	10,000

Total Projected Capital Costs	\$ 37,925
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**Cost does not include installation.

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December 9, 2006

Mr. Bill Pyatt
Chief Administrative Officer
The County of Northumberland
860 William Street
Cobourg, ON
K9A 3A9

RE: County OPP Policing-Other County Locations

As requested at our November 28th meeting I am providing a short summary of the visitations to other Counties and Cities policed by the OPP specifically the County of Stormont, Dundas and Glengarry, the County of Wellington, and the City of Quinte West.

Stormont, Dundas and Glengarry

On May 17, 2006 I attended at the County Office of Stormont, Dundas and Glengarry in Cornwall, Ontario meeting with the County CAO Mr. Michael Waddell. My primary purpose of examining this County policing model was to determine the effectiveness of the OPP policing in S-D and G and also to carefully examine the effectiveness and functioning of the County Police Services Board structure.

The primary reason that S-D and G adopted a County wide OPP model was that the twenty (20) lower tier governments voluntarily amalgamated into 6 municipalities prior to government imposing some other configuration. At the time the County could have opted for the Cornwall Police Service to police the County but that municipal service was found to be lacking the infrastructure to expand into County Policing. Mr. Waddell stated that the Cornwall Police Service remains unable to expand it's current jurisdiction. The Cornwall Police Service is a 79 member and 43 civilian police service operating on a budget of \$11,492,556 in 2004. The population of Cornwall is 47,333.

The City of Cornwall chose not to be part of the amalgamated County structure and they remain a separate municipal government. According to Mr. Waddell, the City of Cornwall has a very high taxation rate that is prohibiting the ability of Cornwall to attract

industry and residential development interest in the Town of Cornwall. The largest employer, a Pulp and Paper Mill, is leaving the community in the near future.

The County of Stormont-Dundas and Glengarry could have also contracted the Ottawa Police Service for policing due to that service be contiguous to S-D and G but the rural residents bordering the Ottawa Region quickly convinced S-D and G to not proceed with the Ottawa Police Service due to a lack of servicing by that police service in the rural areas of Ottawa Region.

In referencing the SD and G experience with the Police Services Board Mr. Waddell advised that they made the mistake in the early years of the amalgamation of annually changing the municipal appointees to the Board which had the effect of weakening the Board. The current board members now serve two or three years bringing the necessary continuity to the Board.

Mr. Waddell advised stated their County's experience has determined that a strong Board is an asset and a weak Board is a "disaster". The strong Board must be aggressive in its governance and dealings with the OPP to make sure the full contract provisions are being met. He also commented that the CAO of the County should never have the County CAO as its Secretary. There needs to be independence for the CAO in his/her relationship with both the Board and the OPP. (This is the opposite position in Wellington County).

S,D, and G learned not soon enough to use the County's political efficacy in influencing the Provincial appointee to the Board through the local MPP.

Mr. Waddell stressed that a County needs to create a seamless policing operation and cautioned against establishing any difference in the levels of policing services between any of the communities. He cautioned that having differing levels of policing leads to significant conflicts between the communities and lends itself to constant comparisons of which each community is paying for, not just in policing but in all County provided services. This was the same recommendation of both Quinte-West and Wellington County.

The only way to distribute policing costs according to Mr. Waddell was on the basis of nominal roles. Any other method, in his experience, would be conflictual and become almost impossible to justify the differing policing costs. It was seen as creating a constant source of tension between communities that is counter-productive to cooperation at all levels.

In the initial amalgamation stages the OPP attend monthly meetings of all municipal Councils. The problem was that they attended on overtime even when there were no real policing issues to discuss. They currently have in the OPP operational policies that the OPP will attend one lower tier council meeting a minimum of three times per year and this proves to be more than satisfactory and cost effective.

Mr. Waddell cautioned strongly that the Board is not to be involved in decisions effecting the policing Agreement, either negotiating or disputing any part of the Agreement or payments. That is fully the role of the County Council. He stressed that the County must restrict the Board to only core Board functions (oversight and monitoring) or the Board relationship will become problematic and lead to conflict between Councils and the Police.

In questioning Mr. Waddell on whether OPP policing produced the economic benefit the County expected his response was that there were not expected to be large cost savings since 19 of the former twenty communities were already policed by the OPP. There have been definite cost savings in a sense of better service, one single Detachment Commander and one group of supervisors. Policing now is roughly the same for everyone and the officers are deployed where needed throughout the County. There are no longer detachment boundaries or "contract boundaries". Questioned on whether there is ever a desire to go back to the former individual community policing system, Mr. Waddell's answer was a firm "absolutely not".

Mr. Waddell was questioned on whether the OPP costs for services had ever been more than their annual estimated costs and the answer was " No, every year our costs have been less than the annual police costs to the point that we have built up a substantial reserve from the savings".

Questioned on what has been negative about the OPP policing and the reply was that the County had some difficulty with the attitude of the local Detachment Commander. In the first instance the County asked for a leadership review and the OPP Region replaced the Detachment Commander. You need to be firm and consistent in your approach to the OPP or they will police you how they wish not how we require the policing to be delivered. We have a strong Council and we have a getting stronger Board and you need both. Mostly you need a strong Council. We should have hired someone who knew policing to help us through our first Agreement. We were pretty green but we have learned.

Mr. Waddell insisted that I report that the County has absolutely no problem with the rank and file members of the OPP but they have had some concerns with Detachment management and even Regional administration. The local officers are doing a good job with few complaints from citizens. It was also seen as an advantage that a community can require the OPP to change the Detachment Commander if required.

City of Quinte-West

This visitation was conducted on September 13, 2006. I met with both the Chief of Police Earle Johns and Mr. Ed Clinton, Chair of the Quinte-West Police Services Board.

The significance of the City of Quinte-West visit is that this community was formed through amalgamation of the former Sydney and Murray Townships with the Municipality of Trenton. In 1997-98 there was a volatile policing competition between the former Trenton Police Service and the OPP and the Council of the newly formed City determined the Trenton Police Service would become the Quinte-West Police Service and police the community. This decision now required the former Trenton Police Service to expand to provide policing throughout the new City in the rural Sydney and Murray Township areas formerly policed by the OPP. The arrangement proved to not be successful.

Seven years later the City of Quinte-West dissolved the Quinte-West Police Service and contracted with the OPP in a stand-alone (not integrated) policing Agreement. Quinte-West is only one of two OPP policed communities choosing a standalone arrangement. The Town of Arnprior was the other stand-alone community. Arnprior has since changed to the usual OPP integrated model.

A stand alone model means the OPP police the community as though it was a separate police service. The service is responsible for all aspects of policing including staffing the complements with it's own group of officers and not relying on the other OPP staff for backfilling. It also means the OPP Quinte-West do not respond to non-emergent calls for OPP services in neighboring OPP communities. This arrangement will not be recommended for Northumberland County.

The other significance to the Quinte-West OPP model is that Inspector Earle Johns was chosen as the OPP Detachment Commander. Inspector Johns is a former Port Hope police officer who became the Chief of the Carleton Place Police Service and for a period of time served also as the Chief of Police of Perth as well. He split his time between the two communities and successfully managed both municipal police services.

In 2002-2003 the Council in the Town of Carleton Place chose to contract police services from the OPP and Chief Johns became an OPP member through the amalgamation of the Carleton Place Police Service into the OPP. He went through a rank determination process and was qualified by the OPP as an Inspector. He then competed and won the position of Detachment Commander at the newly amalgamated Quinte-West OPP Police Service.

Earle Johns has 26 years experience as a municipal police service member and four years as an OPP member. He advised there are always myths about OPP policing that the OPP members will not know the people, that the OPP will always be somewhere else than in Quinte-West, that the OPP members are not from the community, and that there will be a loss of control in an OPP model. He was insistent that none of these conditions exist in Quinte-West and he has not seen them be factual in any OPP community he is aware of.

Inspector Johns advised that if the OPP amalgamates a municipal police service that it is ideal if the former upper management of the police service is deployed elsewhere in the OPP so that a new Detachment Commander can start with a fresh slate of supervising

officers. He referred only to former Chiefs and Deputy Chiefs/Inspectors. In Quinte-West it was considered in the best interests of the community when the former Deputy Chief was assigned to the Madoc Detachment as a Sergeant, an Inspector as a Sergeant in Napanee and the second Inspector is a Staff/Sergeant with a credit for Inspector in the Leeds/Brockville Detachment.

The Quinte-West Police Service had built buy-out clauses into their contracts where the officers were to receive financial bonuses if the police service is amalgamated or dissolved. The rank and file uniformed members voted not to take the buy-out and two Inspector buy-out issues are awaiting arbitration.

Inspector Johns advised the OPP policing in Quinte-West is a huge success. He attends all Monday Department Head meetings and at all City Council meetings. He works with all other municipal departments on an equal level as a Department Head despite not falling under the direct supervision of the City administrators. His separate employment by the OPP has never been problematic for either himself or the City administration.

Council meetings are held after Board meetings and Council always gets the Board Meeting report and minutes. Police Service Board meetings are also posted publicly and the public has full access to the reports.

Quinte-West has a population of 45,000 people and the OPP contract is worth \$7.3 million in 2006. This was an interesting comparative in that the City of Quinte-West has a population only 2,333 less than the City of Cornwall but the Quinte-West 2005 costs are \$4,192,556 less than the 2004 costs to operate the Cornwall Police Service.

In discussing the Board relationship Inspector Johns stated his experience with Police Services Boards are that the Board members don't know their responsibilities well and they are too close to the Chief of Police/Detachment Commander to negotiate policing costs properly. He indicated that "City Hall should use expert people to negotiate key issues". He also stated the Police Services Board should be *competency based* and not constituency based when you are expecting these people to oversee a \$7.3 million operation". At the very least, the Council, the Board and the Police must establish clear lines of responsibilities and communications and one should not cross into the other's area of responsibility.

Inspector Johns advised it is not desirable to have the Mayor (or Warden) on the Board. This appointment would continually place the Mayor in potential conflict and the Mayor can circumvent good decision making at the Board. He also stated it is ideal to have at least one or some Board members with a policing background.

In speaking on the transfer of officers into the new service Inspector Johns advised that all of the former Quinte-West officers were amalgamated into the OPP with the exception of the Chief of Police. Since the time of the transfer six members have chosen to relocate to other units of the OPP which are opportunities they would not have had in their former

police service. The members were quite happy with the process of amalgamation and the whole process was completed smoothly.

The Quinte-West OPP polices with 46 constables, five Sergeants, a Staff Sergeant and Inspector for the policing of the 42,000 population. The 2006 Budget is \$7,300,000. In 2005 the OPP returned \$205,550 to the City of Quinte-West and 2004 the OPP returned \$315,170 to the community from it's policing budget. The OPP has never been over budget in the three years of operating as the police service for Quinte-West.

Inspector Johns advised that the City of Belleville with just 3500 more population costs \$3-million more to police that community then Quinte-West. He spoke of the fact that with the OPP flat-line administration versus the typical municipal hierarchy the OPP is delivering a better service with far less costs. He also indicated that the use of Regional and other OPP specialties makes the OPP the correct choice for the smaller rural Ontario communities.

Inspector Johns was asked to comment on the differences he has found between the Municipal Police Services and the OPP and he stated the most major difference is in the level of training of the officers and the constant availability of specialist support. If a Quinte-West officer is used at another location the community is reimbursed and with Quinte-West having it's own canine unit this cost back is excellent value for the community.

With better training comes better morale and better officers. There is also a huge weight off the municipality's shoulders with the OPP model since services such as Human Resources, Crisis Management, Professional Standards, contract negotiations, legal services and equipment purchasing are all handled by the OPP. As a municipal police service you invest in your police service to try and keep it current and then when the investment is not used the capability goes stagnant. So you train your staff for only the most basic of specialist functions. That investment in the OPP is made in such away that the specialists are kept current, trained and active in their specialists functions. He summed up his discussions by stating the OPP provides a huge advantage for the municipality and a huge advantage for the municipal police members to join the OPP.

Inspector Johns stated that when the OPP took over the Quinte-West building it required \$400,000 in renovations to bring the building into compliance with the Adequacy Standards. In his view, even if the Port Hope and Cobourg Police Services were to come together there would not be an economy of scale advantage. The smaller police services just cannot generate near the savings that will come from the OPP model.

In Quinte-West the policing costs are divided 62.12% to Ward 1-Trenton, 22.35 to Ward 2-Frankford, 11.81% to Ward 3-Murray and 3.72% to Ward 4-Sydney Township. This distribution is based strictly on the City levy.

County of Wellington:

The County of Wellington is important to the study primarily to act as the comparative to the County of Northumberland. There were two visitations made to Wellington County. The first involved a full day examination of the policing model with the OPP Inspector Steve Walsh and the second half day was spent with the County CAO Mr. Scott Wilson.

Wellington County has several parallels to Northumberland County. Wellington County was created by the absorption of several Townships and the Towns of Fergus, Erin, Mount Forest, Palmerston, Minto and Harriston. The amalgamation involved the OPP replacing the municipal police services in Palmerston, Fergus and Arthur. The County of Wellington borders on the Region of Kitchener-Waterloo and the City of Guelph (150,000 population) is in the centre of the County but not part of the County. The population of the County of Wellington is approximately 88,000 people making it somewhat larger than Northumberland County. The County continues to experience a substantial residential and commercial growth cycle and it was apparent they are in a superior financial position compared to the County of Northumberland.

The County of Wellington is policed from four locations at Rockwood (Guelph area) Palmerston, Fergus and Mount Forest. With the exception of the Mount Forest location, the County of Wellington owns all of the police services buildings in the County and rents them back to the OPP. The County just completed the erection of a new OPP building in Rockwood at a cost of \$5-million. The expected life of the building is 20 years.

Due to the growth in the community the County of Wellington government increases the OPP complement by two officers per year by way of a standing order to the OPP. This two member per year increase also reflects the commitment that the County makes to maintaining its police services. Inspector Walsh nor CAO Scott Wilson could advise what the Municipal Partnership Funding grant was to the County. Wilson advised he leaves all of these matters to the Director of Finance who was not available during the visitation. If deemed necessary for the study I can obtain this information from Mr. Wilson.

According to CAO Scott Wilson the County of Wellington looks at their OPP officers as their officers. He spoke often of the County taking ownership of the officers and feels that the County and not the Province is responsible for ensuring the right level of police in the community. He also took the position that the Board and not the Council are responsible for overseeing the OPP. This includes negotiating and administering the \$10-million OPP budget.

The Inspector attends all County Council meetings and the Chair of the Police Services Board makes regular reports on the previous Police Services Board meetings at each County meeting. According to CAO Scott Wilson, Inspector Walsh is seen as equal to any other municipal department head and he has a strong working relationship with all

department heads. CAO Wilson also advised that they found the hard way that the municipal appointees to the Board should be for the full term of Council and not rotated annually or bi-annually. Policing in the County of Wellington is very successful according to Mr. Wilson.

Mr. Wilson was asked to comment on the amalgamation of the former municipal police services into the OPP. He stated first that the idea that you will never see a cop is "bull". All of the former police services officers were taken into the OPP so the community "has the same cops with a different patch." This is the home community for many of the OPP officers and others have made it home.

Mr. Wilson commented that he could not see policing being any better than with the OPP. With the OPP you don't have to get into the small items that take a huge amount of time. It is handled for you by the OPP. The re-structuring of the police services was part of the over-all restructuring of the County services and it was seen as eliminating duplication and the avoidance of lots of costs. As a result of all of the amalgamation decisions, including policing, Wellington County is seen as being progressive by the Ontario government and other County governments according to Mr. Wilson.

CAO Wilson commented that the absolutely worst thing their County would do is move away from OPP policing. There is zero interest in a municipal police service since no municipal service could ever replace the organization and resources of the OPP. In his opinion the OPP is the least complicated and most effective and by far most efficient manner of policing in Ontario. There are also no regrets on the part of any former municipal police service member with joining the OPP.

In terms of severances, the County was the former employer prior to the amalgamated police service. The County was operating the three municipal police services so severances were always a responsibility of the County. Neither side was pleased with the severance outcomes.

CAO Wilson commented that at no time has the County of Wellington felt the Provincial interests superceded the County interests. Each year the OPP has remained under their budget forecast and they have continually returned monies to the County which is now kept in a reserve fund. He also commented that everyone in the County is served by the same service, gets the same service, and pay for the services fairly and equally through the County levy. He cautioned against any other form of cost distribution and stated that no area receives or requires a separate response level.

Both CAO Wilson and Inspector Walsh were questioned on the use of grants. The only grants in place were the Provincial grants for the additional officers and for the RIDE program. The OPP write approximately 18,000 Provincial Offences tickets per year in Wellington County and they receive the funds from this high level of enforcement.

The County of Wellington has been pleased with the performance of Inspector Walsh as a Detachment Commander. At no time has there been a need to involve the OPP Region or

Headquarters in any policing issues in the County of Wellington. Inspector Walsh is the OPP as far as the County of Wellington is concerned.

Mr. Wilson spoke of the open communications between the OPP and the County. The CAO is the Secretary to the Police Services Board and this has not been conflictual. Over-all, Mr. Wilson stated the OPP just made sense at the time of the amalgamation that formed Wellington County. It makes even more sense today knowing all of the advantages of the OPP in terms of costs and resource base.

Some cost recovery comes from the False Alarm Policy. The actual recovery process is handled by the County with one of the Clerk positions being fully funded from these funds. The OPP simply advises the Clerk when an alarm policy violation occurs and the Clerk issues the appropriate invoice.

The OPP Detachment Commander expressed similar level of satisfaction with the policing and County relationship.

On a comparative basis the following chart reflects the differences between Northumberland County and the County of Wellington based on the same 2005 figures.

	<u>Northumberland Cty</u>	<u>Wellington Cty</u>
Number of Police Officers	112	99
Population Policed	79,000	88,000
Costs in 2005	\$13,617,507	\$9,657,714
Area Policed	1181 sq km	2,542 sq km.
Number of Police Buildings	5	4
Bordering Regional Municipality	Durham Region	Kitchener-Waterloo Region
Major Municipal Centres In County Area	None	City of Guelph

The County of Wellington visitation was followed by a series of information requests that included the financial performance of the OPP contracts over a three year period

from 2003 to 2005 and the estimates for 2006. It also included a profile of the OPP staff allocations in the County and a list of specialist services being provided from the Detachment operational level.

This information has been received and will be used to compare the eventual RFP response being provided by the OPP Municipal Policing Branch. At the November 28th meeting with A/Inspector Rod Case of the OPP Municipal Policing Branch it was made clear that the benchmark most being used to compare the eventual figures for Northumberland County would be the Wellington County OPP model and supporting information from other larger OPP jurisdictions including Quinte-West and Stormont-Dundas and Glengarry County.

Trusting this report details sufficiently the outcome of the visitations and examinations I conducted in these communities.

John Watkins
Consultant

**2005 Policing Costs Per Population
For Northumberland County (As Reported)**

<u>Municipality</u>	<u>Cost of Policing</u>	<u>Population</u>	<u>Costs per Population</u>	<u>Number of Uniformed Members</u>	<u>Ratio of Police Per Population</u>
Municipality of Brighton	\$1,095,237	10,188	\$107.50	10	1:953
Municipality of Port Hope					
Ward 1:	\$2,963,577	12,350	\$239.97	24	1:515
Ward 2:	\$ 555,035	4,117	\$134.81	5	1:823
Municipality of Trent Hills	\$2,380,916	13,281	\$179.27	21	1:632
Town of Cobourg and Township of Hamilton	\$5,691,100	29,285	\$194.33	38	1:837
Alnwick/Haldimand Township	\$ 718,344	5,542	\$129.62	7	1:792
Cramahe Township	\$ 793,019	5,905	\$128.36	7.5	1:787
Municipal Police Services Costs In Northumberland County	\$8,654,677	41,635	\$207.87		
OPP Costs in Northumberland County	\$5,542,551	39,033	\$141.99		
Total Policing Costs:	\$14,197,288	80,688	\$175.95 average		
Total Police Officers				112.5 officers	
Average Per Population Policing Ratio					1:717

(Source: 2005 Statistics Canada and Municipal Offices reporting on 2005-Northumberland)

**2004 Policing Costs Per Population
For Northumberland County**

<u>Municipality</u>	<u>Cost of Policing</u>	<u>Population</u>	<u>Costs per Population</u>	<u>Number of Uniformed Members</u>	<u>Ratio of Police Per Population</u>
Municipality of Brighton	\$ 953,328	9994	\$95.39	10	1:999
Municipality of Port Hope					
Ward 1:	\$ 2,897,730	12203	\$237.46	24	1:488
Ward 2:	\$ 484,383	3612	\$134.10	5	1:722
Municipality of Trent Hills	\$2,066,914	13,117	\$157.58	21	1:624
Town of Cobourg and Township of Hamilton	\$4,802,451	29,815	\$161.07	38	1:784
Alnwick/Haldimand Township	\$ 629,345	5542	\$113.59	7	1:792
Cramahe Township	\$ 660,509	5905	\$111.85	7	1:846
Municipal Police Services Costs In Northumberland County	\$8,047,832	42018	\$191.53		
OPP Costs in Northumberland County	\$4,794,479	38170	\$125.61		
Total Policing Costs:	\$12,842,311	80,188	\$160.15 average		
Total Police Officers				112 officers	
Average Per Population Policing Ratio					1:716

(Source: 2004 Statistics Canada and Municipal Offices-Northumberland)

**2003 Policing Costs Per Population
For Northumberland County**

<u>Municipality</u>	<u>Cost of Policing</u>	<u>Population</u>	<u>Costs per Population</u>	<u>Number of Uniformed Members</u>	<u>Ratio of Police Per Population</u>
Municipality of Brighton	\$924,867	9994	\$92	10	1:999
Municipality of Port Hope					
Ward 1:	\$2,820,851	12203	\$231	23	1:530
Ward 2:	\$ 460,831	3612	\$128	5	1:722
Municipality of Trent Hills	\$1,960,591	13,117	\$149	21	1:625
Town of Cobourg and Township of Hamilton	\$4,432,279	29,815	\$149	34	1:877
Alnwick/Haldimand Township	\$ 591,129	5542	\$90	7	1:940
Cramahe Township	\$ 608,945	5905	\$101	7	1:862
Municipal Police Services Costs In Northumberland County	\$7,253,130	42018	\$173	57	
OPP Costs in Northumberland County	\$4,545,363	38170	\$108*	50	
Total Policing Costs:	\$11,798,493	80188	\$147.13 average		
Total Police Officers				107 officers	
Average Per Population					1:749

(Source: 2003 Statistics Canada and Municipal Offices-Northumberland)

**2002 Policing Costs Per Population
For Northumberland County**

<u>Municipality</u>	<u>Cost of Policing</u>	<u>Population</u>	<u>Costs per Population</u>	<u>Number of Uniformed Members</u>	<u>Ratio of Police Per Population</u>
Municipality of Brighton	\$865,049	9861	\$88	10	1:986
Municipality of Port Hope					
Ward 1:	\$ 2,517,825	12125	\$208	23	1:527
Ward 2:	\$440,365	3612	\$122	5	1:722
Municipality of Trent Hills	\$1,846,568	12,823	\$144	21	1:611
Town of Cobourg and Township of Hamilton	\$3,974,990	28,487	\$140	33	1:863
Alnwick/Haldimand Township	\$ 570,748	5,542	\$ 96	7	1:856
Cramahe Township	\$ 577,534	3,873	\$149	7	1:553
Municipal Police Services Costs In Northumberland County	\$6,492,815	40,612	\$160	57	1:711
OPP Costs in Northumberland County	\$4,300,364	35,711	\$120	50	1:651*
Total Policing Costs:	\$10,793,179	76,323	\$141 average		
Total Police Officers				106 officers	
Average Per Population Policing Ratio					1:720

(Source: 2002 Statistics Canada and Municipal Offices-Northumberland)