MINUTES COUNCIL POLICE COSTING REVIEW COMMITTEE January 24, 2008 9:00 a.m. SUPER 8 MOTEL BOARDROOM

In Attendance:

Dave McCann, Chair Charito Drinkwalter, Councillor Bill Preisentanz, CAO Mayor Len Compton Don Denver, OPP Rod Case, OPP Dan Jorgensen, KPS Wendy Cuthbert, Councillor Chris Van Walleghem, Councillor Councillor Rory McMillan Councillor Andrew Poirier Heather Kasprick, Deputy Clerk Dan Peters, OPP

1.0 Call Meeting to order

Chairman McCann called the meeting to order at 9:00 a.m.

2.0 Adoption of Minutes of Previous Meeting

Moved by W. Cuthbert, Seconded by C. Drinkwalter, to accept the Minutes from the regular Council Police Costing Review Committee meeting held December 18, 2007 as circulated. Carried.

3.0 Declaration of Pecuniary Interest

None declared.

4.0 Deputations

John Balkwill – Mr. Balkwill thanked the committee for the opportunity to present the petition of support for the Kenora Police Service (KPS) bid to police the City of Kenora. Within the submission contains 2,795 signatures of citizens who would like to see KPS continue to police this City and support the service. The citizens group did not and will not be critical of the local OPP personnel, but this petition demonstrates the strong support of continued policing by KPS. Mr. Balkwill left the copies of the petition with the Clerk for Council and committee review.

Shawn Clifford – Mr. Clifford thanked the committee for allowing him the opportunity to publicly recognize the people whom have shown their support for the KPS by signing the petition that was submitted today. It has been mentioned that the impact of a petition is somewhat diminished due to the fact that even though you might get a couple thousand signatures, only a few hundred really know what is going on. Mr. Clifford stated that although that may be true, he finds is ironic that through this process they received more signatures in a short amount of time than a couple of Councillors serving on this committee as well as

the Mayor did during the last election. Of course this simply means that the KPS won the popular vote and it is still up to this committee but I believe it shows a public mandate to support the KPS. Mr. Clifford left a copy of his deputation with the Clerk for the record.

Wally Domareski – Mr. Domareski noted that he has taken the time to call a few of the Mayors of the Communities that have gone from their own local police force to the OPP. His question to them was "that our community was entertaining the thought of giving up our Police Force in favour of the OPP". Without hesitation, each one of them said that we would be very sorry for doing so. Each of those communities have regretted that move for many reasons, cost being the major factor. Mr. Domareski made notes of all their other concerns as well. He further questioned these mayors "If this issue was on your plate would you have made it a referendum issue?" Again, without hesitation each of them stated that it would be. When he questioned why, they stated that because then the people have spoken and they cannot come back on us. He further stated that all three mayors are diligently working to set up their own police force again. Mr. Domareski encouraged the committee to call these mayors themselves before you make your decision.

- **Arnpior** Mayor Terry Gibeau (population 6,000) no high crime rate, no transient issues. Bus: 613-623-7874, Cell 613-447-3293
- Carlton Place Mayor Paul Dulmage (population 10,000) no high crime rate, no transient issues. Bus 613-257-6206
- **Parry Sound** Mayor Richard Adams (population 6,000) no high crime rate, no transient issues. Bus 705-746-2101, Res 705-746-2394

These mayors have apparently engaged the services of Mike Mitchell who has negotiated as well as don the costing for both the municipality and the OPP.

Mr. Domareski further noted the comments that were received during his conversations with the three mayors.

Community One (Arnpior) – This community was apparently one of the first communities to give up their police force and go with OPP. They were having a hard time to hire and keep policemen as the OPP were paying more money, therefore the policemen went where they could get more money. The OPP did hire most of the policemen from the community, but within three years they were transferred out and new faces were always appearing. The call centre is not in their community. The OPP do not enforce the local by-laws so they hired an outside company to enforce the local bylaws. The officers are transient, they don't know the community and they don't stay long in the community. This community had their own satisfactory building to house the police force so they made a deal with the OPP that the OPP must use their present building. The community supplies the building for the OPP and one and a half civilian staff. Therefore, with the building and the civilian staff they are putting out approximately \$150,000 per year plus their OPP policing costs of 1.5 million. At the end of their 5 year contract the OPP want to go from the present 14 officers to 18 officers. They Mayor has questioned why and is still awaiting an answer. The OPP bill the community quarterly. The biggest concern is that the decisions are made elsewhere and they have very little if any input.

Community Two (Carlton Place) – Moved from their own police force 4 or 5 years ago and are very unhappy. Policing is somewhat adequate. The community cannot intervene

in policy and procedure. The contract is open ended and they can bill any amount they want. They are billed for 1st class constables and get third class constables, they do apparently get an adjustment back to their account. They have 17.5 officers, no transients, no high crime rate nor any social problems to speak of. The OPP can withdraw troops at any time as needed elsewhere. When this community had a festival and the community was expecting 4 or 5 thousand additional people for the weekend festival, the Mayor requested the OPP for some additional police presence for the weekend. He was very upset when not only did he not get additional backup police, but the OPP took 15 of the 17.5 officer sand put them into Caledonia. The call centre is in Orillia. A building contractor was on his subdivision site which he had established a couple of years ago. He was on his site one day and saw a truck pull up and start taking his belonging off his property. He called 911 to report the crime. The call centre asked for his location, he gave his location to the call cnetre, the call centre told him that his location was not a valid location because it was not on their GPS. He indicated that he established the subdivision several years ago and he was standing in the location right now watching the truck drive away with my belongings. Call centres do not know the communities. No investigation reports. They are presently working on setting up their own police force again and giving some thought to amalgamating with another community as the other community has their own police force and therefore their own call centre. Mr. Domareski had a call from that Mayor this week just to keep him posted on the progress that Mike Mitchell had been working on for them.

Community Three (Parry Sound) – this community mayor stated that they would be better off with their own force and that he was a strong believer of having their own force. He further indicated that he never sees them walking the streets and that the OPP underbid at \$600,000 and when the contract was up the price went up one million. When they went to renew, the price went up to 1.1 million. They would not sign a contract so they pay on an occurrence basis. The occurrence level is high because we have a mushrooming population in the summer. The 2007 price went up to 1.8 million from one million. An off the cuff remark stated by one of the police that if you don't sign up we won't police you. That mayor had to tell that person that section 5.1 of the act provided for adequate policing. The mayor further stated that there is lack of visibility of officers. The scary issue is that the municipalities are being constantly downloaded upon. Mr. Domareski asked this mayor if he knew of any communities that went OPP and were happy. Yes, he stated. New Liskard and Halebury. However, he said, they are only a few months into their contract so let's wait until the contract is up.

In summary, Mr. Domareski stated that he has no axe to grind against any of the forces because of a past conviction or ticket. To date, I am proud to tell you that I have had an exceptional rapport with all police forces. I do hope that this will continue. These facts are given to all concerned with the utmost of sincerity. There is no emotion nor any vendetta tied into this report, just the plain truth and facts from those who have gone through this process before us and have shared their experiences to help our Mayor and Council and the Police Costing Committee make the right decision and not put our community through what their communities have gone through, the additional policing costs and now the cost of setting up their own police forces. Mr. Domareski left a copy of his deputation with the Clerk for the record.

5.0 New Business -

BDO Dunwoody – Accountant's Report on Specified Audit Procedures.

BDO Dunwoody, the City's Auditors were retained to provide a confirmed review of the final report prepared by John E. Watkins, Consultant on Police Services Inc. dated January 10, 2008 insofar as it pertains to financial information quantified in the report.

Their findings include:

Page 45 and 46 were not included in the report they received.

They have agreed the Ontario Provincial Police financial information in the Final Report to the financial information provided by the Ontario Provincial Police in their City of Kenora Contract Policing Proposal dated November 30, 2007 and OPP Costing Summaries as amended.

No Discrepancies were noted

They have agreed the Kenora Police Service financial information in the Final Report to the financial information provided by the Kenora Police Service in their City of Kenora Contract Policing Proposal dated November 30, 2007 and Tables 2 and 3 Salaries and Benefits as amended.

No Discrepancies were noted

They have verified the mathematical accuracy of the Consultants financial calculations in the Final Report. No attempt was made to quantify the impact of severance entitlements noted on Page 18 of the Report and administrative cost savings noted on Page 25, which could have a significant impact on the financial findings.

They noted the following discrepancies in calculations:

- The \$310,653 reported on Page 33 paragraph two should read \$330,620
- The percentage calculation noted on Page 28 paragraph five of 6.47% is misleading in that the overtime rate used by the Kenora Police Service in their proposal is 10.2% of total salaries.
- These discrepancies no not impact the Summary of Cost Statements and Direct Operating Expenses (Page 29), One-Time Start Up Costs (Page 30) and Financial Summary of Proposals (Page 33) as the numbers were not carried forward to these schedules/sections.

5.1 Police Costing Analysis – Karen Brown

Karen Brown, Manager of Finance and Administration prepared a summary analysis of the updated information provided by Dan Jorgensen based on a 46 officer compliment, in lieu of the 51 officer complement originally submitted. She updated the information contained in the consultant's report on Pages 30 and 31 as these are the actual comparisons used by the consultant in comparing costs related to the two police services. She compiled the information based on the actual submissions by the KPS and the OPP.

In order to do this, I have first compiled the information based on the actual submissions by the KPS and OPP. The following table provides the updated information based on current three submissions:

Comparison of Salary, Benefit and Direct Operating Expenses and Start Up Costs Based on Actual Submissions

	OPP Cost Statements		Statements .
		(51 Officers)	(46 Officers)
Salary & Benefits	\$5,213,672	\$6,223,235	\$5,705,261
Direct Operating Expenses	\$621,526	\$580,000	\$580,000
	\$5,835,198	\$6,803,235	\$6,285,261
Less: Police Services Usage (PSU)	-\$291,760	\$0	\$ 0
TOTAL	\$5,543,438	\$6,803,235	\$6,285,261
Annual Cost Difference for OPP Proposal vs. KPS Proposal:			
51 Officers	_	\$1,259,797	
46 Officers			\$741,823
Start Up Costs Initial Start up Costs	\$358,620	\$328,018	\$301,915
Additional Options: * Radio Option #1 Data Entry Option #1		\$86,886 \$13,068	\$86,886 \$13,068
	\$358,620	\$427,972	\$401,869
Start Up Cost Difference for OPP Proposal vs. KPS Proposal:			
51 Officers	_	\$69,352	
46 Officers			\$43,249

^{*} Assumed cheapest option taken. If more expensive options taken, amount could increase up to a further \$392,881

If you review the table to the actual submissions, you will note a few minor discrepancies. These are explained as follows:

- KPS Direct Operating Costs these are reflected at \$580,000 as opposed to
 the total showing on the submission of \$570,400. This is as the costs are net of
 recoveries of \$9,600 related to dispatch services for water, sewer, hydro and
 telephone. I understand it was the decision of the costing committee to look at
 gross costs, so these recoveries have been eliminated from the analysis, as was
 done by the consultant.
- **Initial Start Up Costs** the initial start up costs for the 46 officer count as submitted contained a minor adding error. The amount as reflected is based on the actual costs contained in the submission.

In order to make the updated information comparable to the report by the consultant, I have performed the same adjustments on the submissions as was done by the consultant. The following table reflects the final three submissions as they would have been reflected in the consultant's report had he possessed the 46 officer information from the KPS at the time the report was drafted:

Comparison of Salary, Benefit and Direct Operating Expenses and Start Up Costs Based on Amendments as per Consultant

	OPP Cost Statements	KPS Cost S	
	# = 0.40.0=0	(51 Officers)	(46 Officers)
Salary & Benefits (1)	\$5,213,672	\$6,409,929	\$5,876,419
Direct Operating Expenses	\$621,525	\$580,000	\$580,000
	\$5,835,197	\$6,989,929	\$6,456,419
OPP Overtime Adjustment (2)	-\$62,898	\$0	\$0
Less: Police Services Usage (PSU)	-\$512,003	\$0	\$0
TOTAL	\$5,260,296	\$6,989,929	\$6,456,419
	***	+=,===,===	
Annual Cost Difference for OPP Proposal vs. KPS Proposal:			
51 Officers		\$1,729,633	
46 Officers			\$1,196,123
(1) KPS Salary & Benefits updated to reflect a 3% increase in 2008. (2) OPP Overtime adjusted as per Consultant's report to 7.18% average (3) PSU Adjusted as per Consultant's report to 8.87% average			
Start Up Costs Initial Start up Costs	\$358,620	\$328,015	\$301,915
Radio System (4)		\$114,335	\$114,335
TOTAL	\$358,620	\$442,350	\$416,250
Start Up Cost Difference for OPP Proposal vs. KPS Proposal:			
51 Officers		\$83,730	
46 Officers			\$57,630

⁽⁴⁾ Start Up Costs adjusted for radio system as per consultant's report based on hybrid analogue / digital system.

You should be able to directly compare the information contained in this table to the consultant's report. The section on salary, benefits and direct operating expenses is outlined on page 30 of the consultant's report. The total related to the start up costs is discussed in the last paragraph under section 7, on page 33 of the report.

The adjustments done in this table were made strictly to tie the submission information in to the report as submitted by the consultant. Ultimately, it is up to the costing committee as to whether or not they agree with the adjustments that were considered in the consultants report, and whether those adjustments should or should not be made to the submissions for comparison purposes. The consultant did outline several differences between the two submissions throughout the report that could be adjusted, but only some of those items were used to adjust the end numbers. Please let me know if you need me to detail the adjustments discussed, and whether or not they were used to adjust the submitted numbers for the purposes of comparing those submissions.

In addition, it should be noted that all KPS start up costs indicate that they are inclusive of both GST and PST, although the GST is currently recoverable at 100%. I have not backed out the GST portion of these costs. If this was done, KPS start up costs could be reduced somewhere between \$21,100 and \$23,300 based on the options considered in the above two tables, depending on the options selected.

Finally, while BDO has reviewed the financial information contained within the consultant's report, I have not requested them to confirm any information contained in this report. This review can be done at the committee's request.

5.2 CHAIRMAN'S REPORT

Background:

Today we will receive the Final Report and Recommendation to the City of Kenora Police Costing Review Committee as provided by our consultant, and this will be the final report of this Committee in accordance with the mandate as set out in Bylaw No. 92-2007 which established this Committee.

This review process commenced six months ago when Council gave notice of its intent to request a police costing from the Kenora Police Service and the OPP. This Committee was subsequently tasked with undertaking a broad-based community consultation approach incorporating input from key stakeholders in the community in the development of a RFP for police costing. To that end, John Watkins was retained to assist the Committee and conduct a 3 phase detailed study of policing services for the City of Kenora.

From the initial Committee meeting on August 01st and throughout the process, we have attempted to provide a public forum to hear deputations and allow our residents an opportunity to bring forward ideas and suggestions that could best be incorporated into the kind of policing model for the future of the City of Kenora. There were over a 100 interviews held with the various stakeholders within the community, an RFP was developed, and two proposals received. Both police forces presented their proposals to the public last month, the proposals were subsequently circulated to the public and finally we are here today to receive the Final Report from our consultant, John Watkins.

Police Costing Review - Final Report - John Watkins

Mr. Watkins' 45 page Final Report can be summarized into 3 sections:

- Overview of the consultation process
- Staffing model comparison of an integrated OPP model versus the stand-alone KPS model
- Analysis of the financial impact of both proposals

Consultation

With respect to the consultation process, Mr. Watkins states in his report "It is my opinion that the City of Kenora has completed a more than sufficient, if not the largest consultation process, in Ontario for determining a police services provider."

Staffing

The staffing model proposals of 42.56 uniform positions for the OPP as compared to 51 KPS members has been a subject of considerable debate and reflects the realities of integrated police force's ability to obtain some of their required services from a regional source as opposed to recruiting an in-house position. In addition, a late proposal submitted

by KPS identified an option of 46 KPS members, a reduction of 5 members from their original 51 members. The attached comparison identifies the 2008 proposed options as compared to the combined 46.12 uniform staff members that currently exists today:

POLICE STAFFING MODELS - 2007	7 & 2008		
	2007	2008	46
KPS	FT	FT	Officer
Chief of Police	1.00	1.00	1.00
Deputy Chief	1.00	1.00	1.00
CIB Sargent	1.00	1.00	1.00
CIB Officers	4.00	5.00	4.00
I.Dent	1.00	1.00	1.00
Joint Forces Drug	1.00	1.00	1.00
Intelligence	1.00	1.00	1.00
Sergeant - Platoon	4.00	4.00	4.00
Constables	19.00	24.00	24.00
Comm Serv Officer	1.00	1.00	1.00
Court Officer	1.00	1.00	1.00
Policy Dev & Crime Analy.		1.00	1.00
Training Officer		1.00	0.00
Traffic Mgt Constables		2.00	1.00
Foot Patrol/Marine/Snow		4.00	2.00
Youth Officer		1.00	1.00
Guns & Gangs Officer		1.00	1.00
KPS Totals	35.00	51.00	46.00
OPP			
Inspector		0.53	
Staff Sgt-Det Commander	0.14		
Staff Sgt		0.53	
Sergeant - Platoon	0.84	4.00	
Sergeant - Det.		1.00	
Constables	10.14	28.00	
Constables - Det		4.00	
Youth officer		1.50	
Constables - Court		1.00	
Constables - additional		2.00	
OPP Totals	11.12	42.56	

Financial Analysis

The financial analysis as presented by both police forces has been reviewed internally by the City's Finance Department, and as well, by BDO Dunwoody to confirm the cost estimates as presented in the proposals. An attached police costing analysis as

46.12

Uniformed Policing Staff

prepared by Karen Brown, Manager of Finance, provides a financial impact of both proposals, and, as well, provides an analysis of the impact of the unsolicited 46 officer option as presented by Chief Jorgensen.

These two police cost analysis as presented by the Manager of Finance are as follows:

- 1. Cost analysis based on actual submissions
- 2. Cost analysis based on consultant's revised submissions

In both analysis, the OPP proposal for salaries and benefits is confirmed to be substantially lower. Start up costs, on the other hand, are relatively the same, as the OPP estimates do not include renovation costs for office locations at either Highway 17 East or Water Street.

1. Cost Analysis - Based	on Actual Subn	nissions	
	OPP	KPS(51)	KPS(46)
Salaries/Benefits	\$5.543million	\$6.803million	\$6.285million
Annual Cost Difference		\$1.260million	\$0.742million
Start up Costs	\$0.359million	\$0.428million	\$0.402million
2. Cost Analysis – Based (on Consultant's	s Revisions	
	<u>OPP</u>	KPS(51)	KPS(46)
Salaries/Benefits	\$5.260million	\$6.990million	\$6.456million
Annual Cost Difference		\$1.730million	\$1.196million
		•	
Start up Costs	\$0.359million	\$0.442million	\$0.416million

The Cost Analysis – Based on the Consultant's Revisions reduces the original OPP cost estimates on the basis of 3 year averaging for overtime and police services usage. On the other hand, the KPS cost estimates are increased to reflect 2008 salary estimates (3%), similar to the 2008 salary estimates used by the OPP.

Policing Costs – NW Ontario

There has been considerable discussion on escalating police costs and how communities have been affected in the past 5 years. A request for 5 year policing costs was circulated to a number of other Ontario communities, but special attention was made to municipalities in Northwestern Ontario. The attached 2003-2007 Police Cost Comparisons reflects a 4% to 6% average annual increase for most communities with the exception of the Kenora OPP who serviced the former Towns of Keewatin and Jaffray Melick. The 2007 Kenora KPS salaries are recorded at 2006 rates as negotiations are still ongoing for 2007.

2003-2007 Police Cost Comparisons						
	Kenora OPP	Kenora KPS	F. Frances OPP	St. Clair OPP	S. Lookout OPP	Dryden Police
2003	\$772,934	\$3,528,061	\$1,759,656	\$1,619,345	\$2,633,234	\$2,584,001

2004	\$1,107,373	\$4,062,092	\$1,974,504	\$1,760,916	\$2,733,836	\$2,753,537
2005	\$1,113,131	\$4,384,602	\$2,037,235	\$2,017,725	\$2,999,556	\$2,882,779
2006	\$1,139,958	\$4,574,738	\$2,055,070	\$2,025,805	\$2,999,933	\$2,994,407
2007	\$1,407,841	\$4,705,477*	\$2,413,250	\$2,178,426	\$3,148,931**	\$3,238,017
1						
% 2003-07	82.14%	33.37%	37.14%	34.53%	19.58%	25.31%
,						
2007/Capita	\$282	\$523	\$319	\$149	\$705	\$453

^{*2007} Kenora KPS salaries based on 2006 rates

Other Factors

It should be noted that there are other extenuating factors that have not been reflected in the respective proposals of either KPS or OPP, and should be recognized at this time:

- 1. Police Building Renovations City would be responsible for renovations to either of the OPP police offices identified (Highway 17 E or water Street)
- 2. OPP Office Hours OPP police office will operate normal office hours there is no after hour public access to the OPP offices
- 3. KPS Salary Estimates KPS proposal made no provision for 2008 salary estimates (consultant used a 3% factor in his financial analysis)
- 4. KPS Capital Vehicle Cost KPS did not factor annual vehicle capital costs into their costing proposals (estimated at \$80,000/annum)
- 5. Proceeds from Surplus Equipment OPP did not identify proceeds from purchase or sale of surplus KPS equipment if OPP were successful
- 6. City Administrative Costs There has been no cost provision identified for the administration to support the KPS operations
- 7. Severance Costs One time severance costs have not been calculated for uniform police officers and civilian staff who are not retained by OPP
- 8. Animal Control/Bylaw Enforcement/Taxi Licensing these services would have to be transferred to the City if OPP were successful
- 9. Fire Department Dispatch a decision will need to be made on how this service will be delivered in the future
- 10. After-hour Trouble Calls KPS continue to provide this service while the OPP will not provide this service

Summary

Mr. Watkins recommendation as outlined in the final section of his report states: "The Ontario Provincial Police, operating an integrated detachment model, is the recommended police service provider for city-wide policing in the City of Kenora". Mr.

^{**} Sioux Lookout policing costs reduced by 35.33%

Watkins goes on to provide a substantial number of points supporting his recommendation.

As reported previously, this report, Mr. Watkins Final Report, and the Police Costing Analysis as prepared by Karen Brown will be circulated to Council for final deliberation and decision at a special Council meeting scheduled for February 01st in the Council Chambers.

It was also the recommendation of the Council Police Costing Review Committee and subsequently supported by Council to circulate these documents to the public in advance of the special Council meeting.

Recommendation:

That the Final Report and Recommendation to the City of Kenora Police Costing Review Committee dated January 10, 2008 as submitted by John Watkins be received; and

That the Report and Recommendations contained herein be forwarded to the Council of the City of Kenora for final review and decision at a special Council meeting on Friday, February 01st, 2008.

Moved by W. Cuthbert, seconded by C. Drinkwalter that the recommendation contained in the Chairman's report be brought forward to Council for consideration.

5.0 In Camera meeting

There were no in-camera items to discuss.

6.0 Next Meeting

This is the final meeting of the Police Costing Review Committee. A special meeting of Council will be held on Friday, February 1, 2008 at 4:00 p.m. at the Super 8 Motel Conference Room.

7.0 Adjournment

Moved by C. Drinkwalter, Seconded by W. Cuthbert to adjourn the meeting at 10:10 a.m.