RECOMMENDATION:

That Report CAO-2017-18 dated July 24, 2017, respecting the transmittal of the Consultant’s Analysis of the OPP Costing BE RECEIVED; and

That the Council Ad-Hoc OPP Costing Committee be requested to host community information and consultation meetings for the purpose of sharing the findings with the community and reporting back to a Special Council Meeting to be held on September 6, 2017.

BACKGROUND:

The Town of Midland has been engaged in the consideration of an alternative policing option since 2013. The following chronology provides a timeline showing the efforts and activities undertaken over these past several years:

June 2013– Council adopted a formal resolution for an OPP Costing.

October 2013 - Province announced a moratorium on the OPP Costing process in order to undertake the broader examination of the provincial OPP billing process.

August 2014– Province announces the new OPP billing model.

September 2014- Town of Midland requests that the OPP Costing exercise started in 2013 be restarted. Province indicates that the new billing model to be in effect January 2015 and anticipates the moratorium would be lifted in the summer of 2015.

November 2015– Province announces they are lifting the moratorium for OPP costing.

December 2015- Town of Midland Council unanimously reaffirms the 2013 request for the OPP Costing.
January 2016– OPP confirm that they are reengaging in the Costing exercise for Midland.


May 2016– Town issued a Request for Proposals to secure independent consulting services to support the OPP Costing process.

June 2016– Town selects consulting firm “Asymmetric Consulting Inc.” to conduct the independent OPP Costing review.

February 2017– OPP presents their Contract Policing Proposal details to Council at a public meeting.

*June 2017 – Town requested an extension to the timeframe for making a determination on the OPP Contract Policing Proposal and the OPP confirms a one month extension to September 8, 2017.

July 2017 – Consultants complete their review and file report for Council consideration.

August 2017 – Proposed Public information sessions – Including presentations and Q & A.

September 2017 – Council to consider the final report.

*In February of this year when the OPP presented the Contract Policing Proposal, it was made clear that the municipality would have 6 months to make a decision on that proposal. Unfortunately, shortly after the Contract Policing Proposal was presented one of our Consultants became ill and subsequently passed away. Administration reached out to the OPP to determine if they would consider an extension under these unfortunate circumstances. The OPP did agree and confirmed that the final date for a decision would be extended by one month to September 8, 2017.

THE OPP COSTING:

The OPP Contract Policing Proposal dated February 8, 2017 (appended at Attachment 1 to this report) is for the initial contract period of 3+ years. Ideally any OPP transition would align perfectly with the calendar year however that is not always the case therefore there is built-in flexibility for a mid-year start-up plus the next three years. The initial contract is known as the “transition contract”. The original 3 year contract sets out the nature of the OPP services and approach to municipal policing. Without repeating all of the relevant portions of the contract details a summary of the services can be located on page 7 of the OPP Costing Proposal (Attachment 1). It should be noted however, that municipalities are able to contract with the OPP for higher levels and other services.

The proposal submitted to the Town is based on the OPP’s ability to meet Ontario Regulation 3/99 of the Police Services Act, which addresses the issues of both the adequacy and the effectiveness of the Police Services. The proposal calls for the delivery of Midland’s services from the Southern Georgian Bay OPP Detachment.
(off of Highway 12) as well as the current MPS facility which would operate as a satellite
detachment. The consolidation under one administration allows the service to obtain
certain efficiencies which are reflected through the costing details. The OPP have
undertaken a detailed review of the crime statistics and various calls for service compiled
by the Midland Police Service over the course of the past several years. This analysis and
their understanding of the demands upon the current police service provided the OPP with
a level of confidence as they made their costing submission to the Town.

Once the original “transition contract” is completed, the post transition period kicks in and
the municipality would fall into the formal “OPP Billing Model”. The formal billing model
takes into account the municipality’s allocated portion of the OPP’s total municipal policing
base and calls for service, plus the costs for overtime, facility maintenance activities, court
security, prisoner transport etc.

The recent changes to the OPP Billing Model have been intended to create greater
transparency and accountability to municipalities who contract with the OPP. The Costing
Model includes several components:

Base Services – which are costs associated with proactive policing services (routine
patrols, crime prevention, RIDE programs, officer training, administration etc. This base
cost is determined by the number of properties in the municipality (this data is provided
through MPAC) multiplied by the province-wide average cost per property.

Calls for Service – relate to reactive policing activities where a police officer has been
summoned to respond to render some type of service. The municipality is allocated a
proportionate share of the total cost of municipal calls for service for the province. The
formula allocates the weighted time standards against the historic calls for service.

Overtime – these are reconciled costs based upon actual experiences in the community

Court Security – these costs are allocated based upon the cost of the staff in servicing and
providing designated court security activities. Grants associated with the Court Security
component are reconciled against the assigned court related activities.

Recently the OPP has provided municipalities who are undergoing a costing exercise with
a tool to estimate future costs based upon the historic analysis of reported police statistics.
This tool allowed Midland and our Consultants to forecast with reasonable reliability the
anticipated future costs for OPP related Municipal Policing. This post transition period
includes the following components:

1) A flat per property amount;
2) A variable component that is based on service calls;
3) Any additional or ancillary services that the municipality might request from the
   OPP outside of the range of standard services provided.
General Experience of Other Communities

It isn’t uncommon for members of the community to be concerned about a change in municipal policing. Citizens often express concern to decision makers (municipal Council members) that they fear the potential loss of their front line officers. This concern can and should be alleviated by the simple fact that those same officers will continue to service the community albeit under a different command structure (management). In order to address that concern we asked the OPP for some insight into the actual experience regarding the transition of uniformed officers from the respective local police service to the OPP service.

The OPP were able to provide data for a seven year period which saw a total of 11 local police services transition to the OPP. The services identified by the OPP ranged from a low of 7 uniform personnel to a high of 58 uniform personnel. In all but two instances 100% of the uniformed personnel transitioned into the OPP ranks. In the two exceptions there were a total of 4 uniformed officers who did not transition.

The OPP currently provides municipal policing services to 323 of the 444 Ontario Municipalities. The following chart provides a sampling of some of the communities which have transitioned from their own local police service to the OPP. It should be noted that there was a moratorium between 2013 and 2016 on OPP costing exercises.

2012 - Perth pop. 5,840 and Pembroke pop. 16,200
2011 - Wawa pop. 2,975
2010 - Leamington pop 27,595
2009 - Essex pop. 20,427; Kenora pop. 15,096 and Oxford County pop. 105,719
2007 - Temiskaming Shores pop. 10,400
2006 - Atikokan pop. 2,753
2004 - Quinte West pop. 43,086 and Prescott pop. 4,180
2003 - Ingersoll pop. 12,757; Carleton Place 9,809 and Elliott Lake pop. 10,741

The Population figures for the various communities where the OPP transition has taken place provides quite a range, however, it is clear that the ability to appropriately manage these types of policing transitions is well within the capacity of the OPP.

ANALYSIS:

The methodology for the financial evaluation of the Midland Police Service was first undertaken internally by the Town’s Finance Department which included a 3 year analysis of the Midland Police Service. Further adjustments were made as a result of a line-by-line review with both the Midland Police Chief and the Council Ad-hoc Costing Committee. Once the review was complete we agreed upon a starting point and determined future assumptions respecting the ongoing Midland Police Service on the basis of the following:

1) Ontario Court Security Grant increases 10% per year through 2023 then the increases are established at 3% thereafter;
2) Revenue increased at 3% annually with exception of FOI and Record checks based upon MPS input and identified trends;
3) Employment related adjustment were factored in at 2% per year;
4) Insurance premium increase at 5% per year;
5) Expenses increase at 3% per year;
6) Vehicle leases continue;
7) Transfer to reserves increase at 2%;
8) Legal Fees adjusted in accordance with MPS input;
9) Business planning costs for updated plan allocated through the 10 years
10) Adjustments included to reflect Council adopted Development Charges Study (2014) which included a forecast for 2 additional front line officers in 2019 and some capital building improvements.

Under the terms of any OPP agreement for municipal policing, the municipality continues to be responsible for any facility modifications. Under the provisions of the Costing Proposal a number of one-time facility and equipment expenditures were identified by the OPP. These one-time costs are detailed in the schedule accompanying this report.

The Midland Police Service has a long rich history within the community dating back to the 1890’s. The request for an OPP Costing should not be viewed as a lack of confidence in the current service and its members. Midland like many other communities in the Province of Ontario has become challenged with the ever rising costs of emergency services. The “emergency services envelope” (Police Fire and Land Ambulance) are an increasing component of the municipal budget. Over the past decade the costs of emergency services has become a “hot-button” issue for many municipal councils.

In 2012, the Association of Municipalities of Ontario (AMO), at its Annual conference released a study of “The Rising Costs of Emergency Services” which identified a number of factors impacting the rising costs. In fact the AMO document should receive credit for focusing the Provinces attention to the fact that many of the factors contributing to the escalating costs were beyond the ability of local governments to effectively control. The AMO report cited the fact that “in 2010 the cost of Fire, Police and EMS services accounted for 18% of municipal expenditures totaling $6.2 billion” across the Province of Ontario.

In our community (Midland) the emergency services envelope in 2017 (which only includes Police and Fire) accounts for 41% of the municipal budget. EMS is a service offered through the County of Simcoe. The 2017 Police budget alone accounted for 26% of the overall cost of local services. The AMO report noted that between 2001 and 2010 the spending on Police Services across the Province rose by 70.5%. Some of those contributing factors included regulatory policing standards, retention pay, arbitration settlements, wage increases, pension, health and other post-employment costs. Interestingly enough, the AMO report became part of the catalyst for the Province to revisit the actual OPP costing formula. At that time 322 out of 444 municipalities were serviced by the OPP. Given the strength of the collective municipal voice through AMO, the Province was compelled to revisit their billing model.

As with any potential change in service delivery there will be a number of questions arising from the process. The intent of this report is to transmit to Council and the public the
objective analysis associated with the OPP’s submission for the delivery of policing services in the Town of Midland.

It should be noted that an OPP municipal policing contract requires a municipality to maintain a Police Services Board (Section 10) which would in consultation with the Detachment Commander be tasked with determining the policing priorities and objectives within the community.

**NEXT STEPS:**

Council is not being asked to make any decisions respecting the status of the Midland Police Service or to weigh in on the merits of an OPP municipal police contract. The objective of this report is simply to present the information and seek council’s support to host public information meetings for the purpose of sharing the insights of the work undertaken by the Consultants through the direction of the Council Ad-hoc OPP Costing Committee.

Upon the tabling of this report, the community will have the opportunity to review the resultant work of the independent Consultants who have undertaken the comparison of the two police service models along with the financial analysis. Feedback will be encouraged and interested members of the public are welcome to attend one of the Community information sessions planned for August 23, 2017. The North Simcoe Sports and Recreation Centre has been booked for these session and your staff will be issuing the appropriate media releases and advertisements to encourage public participation and engagement. Administration has confirmed that both the independent Consultants and the members of the business planning team from the Ontario Provincial Police will be in attendance for the purpose of responding to any questions respecting this matter.

Following the community information sessions a final report will be prepared for Council’s consideration at a Special Council meeting on September 6th. In addition, your administration is prepared to meet with individual Members of Council to review these financial details and to answer your questions. The Ad-hoc OPP Costing Committee members have had the benefit of a number of meetings along the way with the Consultants and staff which afforded them the opportunity to raise questions and seek responses. Administration is prepared to extend that opportunity to each Council Member as you prepare to undertake this decision on September 6th.

**FINANCIAL IMPACT:**

A summary spread sheet is appended to this report which captures the financial impact of the Consultant’s analysis (Attachment 3).

This report is not intended to address any financing of one-time OPP implementation costs nor is it intended to address any of the one-time Midland Police disbandment costs. Our objective is simply to provide the calculations respecting these matters.
In order to establish a “worst-case” (most costly scenario) for the municipality we assumed that continued employment for the Chief, Inspector, Executive Assistant, all Civilian staff would be discontinued upon disbandment of the Midland Police Service. Should that occur then the Town would be responsible to fund roughly $2.13M (Figure 2 below) (Note 1 on Attachment 3 includes costs associated with severances, sick leave, education allowances, etc.).

In addition, there would also be one-time transition costs to deliver the uniformed officers to the OPP in the amount of approximately $529K. (Note 2 on Attachment 3 includes pension benefit adjustments and sick leave payouts). For the purpose of the OPP costing process the $529K amount has been included as part of the year one costs for the OPP along with the one time capital building modification costs of $224K (Attachment 4).

The strategy for addressing the financial impact of the $2.13M would be the subject of a future staff report. As with any significant re-structuring initiative these one-time cost would be a matter of internal financing. This amount spread over a ten year period amounts to $213K.

The actual comparison of the costs to deliver the policing services is set out in the accompanying schedule and reflects that over the course of the 10 year analysis period the transition to an OPP Contract would result in the potential aggregate savings of $7.8M (Figure 3 below). Figure 1 below illustrates the 10-year capital and operating costs of Midland and OPP.

**10-Year Capital and Operating Costs**

![10-Year Capital and Operating Costs Graph](image)

**Note:** One-time exit costs of roughly $2.13 million are not reflected in the above graph.
One-Time Exit Costs - $2.13 M

![Pie chart showing the breakdown of one-time exit costs.]

Figure 2

Cumulative Savings - 10 Years

![Bar chart showing cumulative savings over 10 years.]

Figure 3
COUNCIL’S STRATEGIC PLAN:

Council has established a strategic priority focused on effective financial management and cost containment. One of the priority areas for this Council has been the completion of the OPP Costing Exercise which essentially commenced back in 2013 and pre-dates this Council’s term of Office. This report advances the efforts associated with the completion of this particular strategic priority.

CONCLUSIONS:

Council has patiently awaited the opportunity consider the OPP costing initiative and has identified this potential policing option within the context of your strategic planning priorities. The proposed public information sessions will allow the Council ad-hoc OPP Costing Committee to further consider public feedback and provide Council with its best advice when the matter returns to the Council table for a final decision on September 6, 2017

Prepared by: John Skorobohacz, Chief Administrative Officer
Input provided by: Kellea Dallaire, Deputy Treasurer
Susan Turnbull, Director of Finance/Treasurer

Attachments:
  1. OPP Contract Police Pricing Proposal dated February 8, 2017
  2. Asymmetric Consulting Inc. Analysis
  3. Midland vs. OPP Costs – 10-year Analysis
  4. Facility Upgrade – One-Time Capital Costs
The Town of Midland

Contract Policing Proposal

Prepared by: Linda Davis
Ontario Provincial Police
Municipal Policing Bureau

Date: February 08, 2017
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Executive Summary

The Ontario Provincial Police (OPP) has over 100 years of experience in providing effective community-based policing and protection throughout Ontario. The OPP has provided municipal policing services under contract for over 60 years and currently maintains contracts with more than 130 communities across Ontario.

The Town of Midland requested a costing for OPP municipal policing. This contract will be for a defined number of contractual hours of service as represented by uniform Full Time Equivalent ("FTE"), plus civilian FTEs. It is based on hours of service and reflects the integrated service delivery model, whereby service can be provided from any detachment uniform position. The contract term will be 3+ years, meaning it will cover the remaining days and months in the year the contract takes effect, plus three calendar years thereafter. The contract is intended to be a transition contract after which time the municipality will be integrated into the OPP Billing Model. The OPP Billing Model is based on the municipality paying an amount equal to the sum of the municipality’s allocated portion of the OPP’s total municipal policing base and calls for service costs, and the costs for overtime, cleaning/caretaker, accommodation, court security and offender transport as applicable.

This proposal is based on the level of policing services required to provide adequate and effective policing as set out in Regulation 3/99 of the PSA, Adequacy and Effectiveness of Police Services.

Based on this information, the Town of Midland requires both proactive and reactive policing, 24 hours a day, seven days a week. The Southern Georgian Bay OPP Detachment will remain as the Administration/Operations Centre. The resources identified will be deployed to the Town from this facility as well as from the Midland Satellite Detachment.

<table>
<thead>
<tr>
<th>Position</th>
<th>(1) FTE Contract Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Detachment Commander (Inspector)</td>
<td>0.32</td>
</tr>
<tr>
<td>- (2) Staff Sergeant</td>
<td>1.00</td>
</tr>
<tr>
<td>- Sergeant</td>
<td>4.00</td>
</tr>
<tr>
<td>- Constable</td>
<td>21.00</td>
</tr>
<tr>
<td>- (2) Uniform Position (Subject to Review)</td>
<td>2.00</td>
</tr>
<tr>
<td><strong>Total Uniforms</strong></td>
<td><strong>28.32</strong></td>
</tr>
<tr>
<td>- Court Officer (Full-Time)</td>
<td>5.00</td>
</tr>
<tr>
<td>- Detachment Admin Clerk (Full-Time)</td>
<td>2.00</td>
</tr>
<tr>
<td><strong>Total Civilians</strong></td>
<td><strong>7.00</strong></td>
</tr>
</tbody>
</table>

(1) "Full-Time Equivalent" (FTE) means a unit of at least 1,417 hours of policing services per annum to be delivered to the municipality by officers assigned to the detachment, and does not refer to an officer exclusively dedicated to this Agreement.

(2) The following position(s) are subject to a Rank Level Determination process (Chief, Inspector, Staff Sergeant). As the increase in staffing resulting from the amalgamation will necessitate the addition of a second Staff Sergeant in the Detachment, the municipality will be billed for that Staff Sergeant position. The remaining position(s) subject to the Rank Level Determination (RLD) process will initially be costed at the Constable rate. Following the RLD process, the Billing Statement will be updated to reflect the actual position(s) should the officers transition to the OPP.

This proposal reflects the integrated policing concept, incorporating a policing services contract for the Town of Midland, along with other municipal and provincial policing responsibilities under one administration.

The Southern Georgian Bay Detachment Commander would be responsible to oversee all aspects of service delivery. The OPP contract complement identified in this proposal would be assigned to the policing needs of the Town of Midland. Administrative and support resources would be shared and costed accordingly. The detachment management including Staff Sergeants and Sergeant/ Platoon Leaders as
The OPP is committed to ensuring, where applicable and appropriate, the proper transfer of police records (electronic and paper) from an amalgamated Police Service. A mandatory pre-screening process was conducted during the Police facility site visit to determine the current state of record keeping and storage for all electronic and paper records for your Police Service (outside of Niche RMS). The purpose was to determine compliance with Adequacy and Effectiveness Standards/Police Service Guidelines, and to make recommendations that specifically identify actions to be completed prior to the amalgamation. Depending on the scope/complexity of the work identified for completion, additional resources may need to be assigned/secured by the Police Service, the OPP or the Municipality. The municipality is responsible for the proper storage of electronic and physical records for the applicable retention period. If the municipality cannot provide suitable storage, the OPP will assist the Municipality in identifying an alternative storage solution. Any costs associated with the storage of records are the responsibility of the municipality. A summary of the Records and Information Management (RIM) report is attached as Appendix “A”.

This proposal is based upon the use of a facility provided by the municipality. Such facility must meet or exceed the requirements of the most recent version of the OPP Detachment Facility Guideline, and meet the minimum standards and specifications for police facilities as established in Section 6 of the Policing Standards Manual (2000) - Framework for Business Planning section. The proposal is conditional upon the municipality entering into a licence to occupy or lease agreement with Infrastructure Ontario for a minimum of ten (10) years, with options to renew in five (5) or ten (10) year increments thereafter, as long as the municipality receives its policing services from the OPP.

The municipality is responsible for costs associated with:

- alterations or modifications of the facility as identified in the Facility Report
- annual operations and maintenance of the facility
- initial cost of required operational equipment

A summary of the Facility guidelines and compliance requirements is attached as Appendix “B”.

The contract costs include a comprehensive range of services that are made available to the Town of Midland. For example, expenses relating to contract negotiations, arbitration, grievances, civil litigation, tendering/purchasing, information technology, fleet and telecommunications are included in the overall costing formula. These services often require considerable internal and external expertise and the high costs normally associated with such services are defrayed through the contract for OPP service.

NOTE: The most recently approved costing formula shall apply in the calendar year following its approval.

OPP salary costs are comprised of two components: base salary and the Provincial Responsibility Incentive. The rates are based on weighted average rates of all OPP municipal detachment staff by rank, level and classification. These costs are adjusted annually to reflect actual costs. Overtime is estimated at the provincial average. The provincial average is recalculated and updated annually as part of the cost-recovery formula, and it, too, is reconciled to actual usage during year-end adjustment process.

The Town of Midland will be required to establish a Police Services Board, as mandated by Section 10 of the Police Services Act that will generally determine objectives and priorities for policing service within the community, after consultation with the detachment commander. The commissioner is committed to ensuring that the detachment commander of the Southern Georgian Bay OPP Detachment responds appropriately to the Board’s advice and priorities in a manner consistent with the Board's identified concerns, expectations and needs.
Generally, all existing community service programs and community policing committees are maintained, in consultation with the Police Services Board.

Any new community service programs considered may be implemented after consultation with the Town of Midland Council, the Town of Midland Police Services Board and the Southern Georgian Bay Detachment Commander.

When a municipality chooses to receive police services from the OPP under contract, the OPP will ensure that the required resource levels are met. The shared infrastructure of the OPP broadens local access to resources, expertise, solutions, training and management without duplicating services. In this case, the Town of Midland will continue to benefit as additional staff are readily available from within the Southern Georgian Bay OPP Detachment as well as other detachments and regions, should the need arise.

It is long-standing OPP policy and practice to be accountable to the communities we serve. The Commander of the Southern Georgian Bay OPP Detachment, or designee, will report to the Police Services Board on a regular basis, as per the direction of the Board. The OPP is experienced in being accountable to the municipalities we serve. With 110 contracts currently in place and future contracts pending, there is great emphasis placed on OPP accountability to Police Services Boards.

The Midland Satellite Detachment will only accept Criminal Record and/or Vulnerable Sector check requests from residents of the Town of Midland. Such checks will be conducted on, and for the person making the request. The OPP does not conduct criminal record checks on behalf of any third party.

If the Town of Midland chooses to accept an OPP contract for its policing service, the Southern Georgian Bay OPP Detachment Commander will assign resources, focusing on meeting the Town's unique policing needs.

**Value for the Town of Midland:**

- Assurance of adequacy and effectiveness of police services;
- Dedication to resolving community issues through local involvement and community policing committees;
- Availability of additional staffing support from neighbouring detachments, regional headquarters and general headquarters;
- Access to a comprehensive infrastructure and specialized services (refer to the included "Services offered by the OPP" page for a list of support and services available); and
- Work with the Detachment Commander in determining the local policing priorities and objectives through the Police Services Board.

The estimated policing cost for 2017 associated to this proposal based on the Uniform and Civilian 2017 Salary schedules is **$6,185,720**. This does not include the related initial start-up costs of **$679,792** as listed on the OPP Contract Proposal Initial Costs.

Salary, overtime, contractual payouts and shift premiums are reconciled at year-end to reflect the actual cost. A breakdown of the costs has been included, as well as the salary and cost schedule for the year 2017.

Should the Chief and Inspector choose not to transition to the OPP, the Uniform Positions (subject to review) will be removed from the cost. The total constables will remain at 21. This will reduce the estimated policing cost for 2017 to **$4,866,287** and the initial start-up cost to **$666,884**.
Please Note:

Not included in this proposal* are:

- The cost of maintaining the Police Services Board
- The costs associated with the provision, operation and maintenance of a suitable Police facility
- Any applicable costs associated with the storage of electronic and physical records
- Any applicable revenues accruing to the municipality as a result of police activity

(* Note - This proposal expires six months from the date of presentation to Council. At that time the costs and service levels identified in the proposal will be subject to review and revision where necessary.)

The following page contains a list of services provided to your community by the OPP. A complete description of the services is included in the accompanying document entitled "OPP Policing Services Profile" The services described are included in the overall OPP costing formula.
Services offered by the OPP to the Town of Midland

- 24 hour Proactive and Reactive Policing
- Aboriginal Policing Services
- Administrative Support Services
- Auto Theft Investigation
- Auxiliary Policing program
- Aviation Services
- Behavioral Sciences
- Breathalyzer/Intoxilyzer Technicians
- Business Planning
- By-law Enforcement (as mutually agreed upon, excluding animal control and building code by-laws)
- Canine
- Chemical, Biological, Radiological and Nuclear (CBRN) Response
- Child Pornography Investigation
- Communications/Dispatching
- Community Policing
- Community Safety Services
- Complaint Investigation
- Court Case Management
- Crime Prevention
- Crime Stoppers Program
- Criminal Investigation
- Crisis Negotiation
- Drug Enforcement
- Emergency Planning and Response
- Employee & Family Assistance Program
- Explosives Disposal
- Field Support Unit
- Forensic Identification
- Front Line Supervision
- Hate Crimes/Extremism
- Hostage Negotiation
- Human Resources Services
- Illegal Gaming Investigation
- Incident Command
- Intelligence Section
- Major Case Management
- Marine/Snowmobile/ATV
- Media Relations
- Offender Transport Services
- Organized Crime Investigation
- Dignitary and Justice Officials Protection and Investigation
- Recruiting
- Reduce Impaired Driving Everywhere (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 Enforcement & Safety
- Training
- Underwater Search and Recovery
- Urban Search and Rescue
- Violent Crime Linkage Analysis (VICLAS)
- Victims Assistance
OPP Cost Schedule for Amalgamating Police Services for the Year 2017
(Based on 2016 Municipal Cost-Recovery Formula (1))

The following categories are taken into consideration when preparing the costing proposal:

<table>
<thead>
<tr>
<th>Item</th>
<th>2017 Estimates</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Uniformed Staff Salaries (2)</strong></td>
<td>Inspector $151,551</td>
</tr>
<tr>
<td></td>
<td>Staff Sergeant $136,668 (Detachment Commander)</td>
</tr>
<tr>
<td></td>
<td>Staff Sergeant $126,994 (Detachment Manager)</td>
</tr>
<tr>
<td></td>
<td>Sergeant $114,883</td>
</tr>
<tr>
<td></td>
<td>Constable $97,206</td>
</tr>
<tr>
<td></td>
<td>Part-time Constable $77,330</td>
</tr>
<tr>
<td><strong>Overtime Rate (Provincial Average) (2)</strong></td>
<td>5.41% of uniformed staff salaries</td>
</tr>
<tr>
<td><strong>Shift Premium (2)</strong></td>
<td>$640 per uniformed member - Sergeant and below</td>
</tr>
<tr>
<td><strong>Statutory Holiday Payout (2)</strong></td>
<td>$3,279 per uniformed member (excluding part-time)</td>
</tr>
<tr>
<td><strong>Civilian Staff Salaries (2)</strong></td>
<td>Court Officer $64,780</td>
</tr>
<tr>
<td></td>
<td>Detachment Administrative Clerk $63,096</td>
</tr>
<tr>
<td><strong>Benefit Rates</strong></td>
<td>26.96% uniformed staff - non-commissioned (part-time 16.91%)</td>
</tr>
<tr>
<td></td>
<td>27.87% uniformed staff - commissioned</td>
</tr>
<tr>
<td></td>
<td>25.00% civilian staff (part-time 19.01%)</td>
</tr>
<tr>
<td></td>
<td>2% overtime payments</td>
</tr>
<tr>
<td><strong>Support Salaries and Benefits</strong></td>
<td>Communication Operators $6,020</td>
</tr>
<tr>
<td>(Cost per uniformed member)</td>
<td>Prisoner Guards $1,535</td>
</tr>
<tr>
<td></td>
<td>Operational Support $4,254</td>
</tr>
<tr>
<td></td>
<td>RHQ Municipal Support $2,051</td>
</tr>
<tr>
<td></td>
<td>Telephone Support $120</td>
</tr>
<tr>
<td></td>
<td>Mobile and Portable Radio Support $178</td>
</tr>
<tr>
<td></td>
<td>Office Automation Support $534</td>
</tr>
<tr>
<td><strong>Other Direct Operating Expenses (ODOE)</strong></td>
<td>Communication Centre $223</td>
</tr>
<tr>
<td>(Cost per uniformed member, unless otherwise stated)</td>
<td>Operational Support $758</td>
</tr>
<tr>
<td></td>
<td>RHQ Municipal Support $239</td>
</tr>
<tr>
<td></td>
<td>Telephone $1,228</td>
</tr>
<tr>
<td></td>
<td>Mobile Radio Equipment Maintenance $667</td>
</tr>
<tr>
<td></td>
<td>Office Automation - Uniform $1,454</td>
</tr>
<tr>
<td></td>
<td>- Civilian $1,485</td>
</tr>
<tr>
<td></td>
<td>Vehicle Usage (3) $4,938</td>
</tr>
<tr>
<td></td>
<td>Detachment Supplies &amp; Equipment $503</td>
</tr>
<tr>
<td></td>
<td>Accomodation &amp; Cleaning Contract $1,135</td>
</tr>
<tr>
<td></td>
<td>Uniforms &amp; Equipment $1,735</td>
</tr>
</tbody>
</table>

(1) Municipal Cost-Recovery Formula is reviewed and updated annually. A revised cost recovery formula shall be applied in the calendar year following the review and costs shall be adjusted accordingly. The current cost recovery formula, the 2016 Municipal Cost-Recovery Formula, has been used to project costs for 2017 and throughout the term of this Agreement.

(2) Salary rates are based on weighted average rates of all OPP municipal detachment staff by rank, level and classification. The 2017 salaries were estimated based on the July 1, 2017 rates set in the 2015 to 2018 OPPA Uniform and Civilian Collective Agreements. The salary rates, contractual payouts and shift premiums will be reconciled to the current year provincial average. Overtime is reconciled to actual costs allocated to the municipality.

(3) Vehicle Usage cost is calculated without depreciation of $2,958, as initial start-up costs in the contract proposal includes the purchase cost of vehicles. Depreciation will not be billed for the duration of the contract.
## OPP Contract Proposal Costing Summary

### MIDLAND T

Estimated Policing Costs for the period January 01, 2017 to December 31, 2017
Costs in accordance with the 2017 OPP Cost Schedule for Amalgamating Police Services

### Salaries and Benefits

<table>
<thead>
<tr>
<th>Uniform Members</th>
<th>$/FTE</th>
<th>Positions</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inspector</td>
<td>151,551</td>
<td>0.32</td>
<td>48,496</td>
</tr>
<tr>
<td>Staff Sergeant</td>
<td>126,994</td>
<td>1.00</td>
<td>126,994</td>
</tr>
<tr>
<td>Sergeant</td>
<td>114,883</td>
<td>4.00</td>
<td>459,532</td>
</tr>
<tr>
<td>Constable</td>
<td>97,206</td>
<td>21.00</td>
<td>2,041,326</td>
</tr>
<tr>
<td>Uniform Position (Rank to be determined)</td>
<td>97,206</td>
<td>2.00</td>
<td>194,412</td>
</tr>
</tbody>
</table>

Total Uniform Salaries 2,870,760

<table>
<thead>
<tr>
<th>Overtime</th>
<th>$155,308</th>
</tr>
</thead>
<tbody>
<tr>
<td>Statutory Holiday Payout</td>
<td>$3,279</td>
</tr>
<tr>
<td>Shift Premiums</td>
<td>$640</td>
</tr>
<tr>
<td>Uniform Benefits</td>
<td>$777,504</td>
</tr>
</tbody>
</table>

Total Uniform Salaries & Benefits 3,913,714

<table>
<thead>
<tr>
<th>Detachment Civilian Members</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Court Officer (Court Security)</td>
<td>64,780</td>
</tr>
<tr>
<td>Court Officer (Administration)</td>
<td>64,780</td>
</tr>
<tr>
<td>Detachment Administrative Clerk</td>
<td>63,096</td>
</tr>
</tbody>
</table>

Total Detachment Civilian Salaries 450,092

<table>
<thead>
<tr>
<th>Civilian Benefits</th>
<th>$112,523</th>
</tr>
</thead>
</table>

Total Civilian Salaries & Benefits 562,615

<table>
<thead>
<tr>
<th>Support Staff (Salaries and Benefits)</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communication Operators</td>
<td>6,020 170,486</td>
</tr>
<tr>
<td>Prisoner Guards</td>
<td>1,355 43,471</td>
</tr>
<tr>
<td>Operational Support</td>
<td>4,254 120,473</td>
</tr>
<tr>
<td>RHQ Municipal Support</td>
<td>2,051 58,084</td>
</tr>
<tr>
<td>Telephone Support</td>
<td>120 3,398</td>
</tr>
<tr>
<td>Office Automation Support</td>
<td>534 15,123</td>
</tr>
<tr>
<td>Mobile and Portable Radio Support</td>
<td>178 5,041</td>
</tr>
</tbody>
</table>

Total Support Staff Salaries and Benefits Costs 416,077

### Total Salaries 

Total Salaries & Benefits 4,892,407

### Other Direct Operating Expenses

<table>
<thead>
<tr>
<th>Expense</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communication Centre</td>
<td>223 6,315</td>
</tr>
<tr>
<td>Operational Support</td>
<td>768 21,467</td>
</tr>
<tr>
<td>RHQ Municipal Support</td>
<td>239 6,768</td>
</tr>
<tr>
<td>Telephone</td>
<td>1,228 34,777</td>
</tr>
<tr>
<td>Mobile Radio Equipment Repairs &amp; Maintenance</td>
<td>667 18,889</td>
</tr>
<tr>
<td>Mobile Radio Equipment Repairs &amp; Maintenance - Court Officer</td>
<td>667 3,335</td>
</tr>
<tr>
<td>Office Automation - Uniform</td>
<td>1,454 41,177</td>
</tr>
<tr>
<td>Vehicle Usage</td>
<td>4,933 139,944</td>
</tr>
<tr>
<td>Accommodation &amp; Cleaning Contract</td>
<td>503 14,245</td>
</tr>
<tr>
<td>Uniform &amp; Equipment</td>
<td>1,135 49,135</td>
</tr>
<tr>
<td>Uniform &amp; Equipment - Court Officer</td>
<td>741 3,705</td>
</tr>
</tbody>
</table>

Total Other Direct Operating Expenses 345,598

### Sub-total Estimated Gross Policing Costs

Sub-total Estimated Gross Policing Costs 5,238,005

Uniform & Equipment Year-One Adjustment (Note 8/9) (52,285)

### Estimated Annual Policing Costs

Estimated Annual Policing Costs $5,185,720

Uniform, Equipment and Vehicle Initial Costs (Note 10) 669,792

Communication Equipment Initial Cost (Note 10) 30,000

Total Estimated Policing Costs Including Initial Costs $5,865,512
OPP Contract Proposal Costing Summary
MIDLAND T
Estimated Policing Costs for the period January 01, 2017 to December 31, 2017
Costs in accordance with the 2017 OPP Cost Schedule for Amalgamating Police Services

NOTES TO STATEMENT

1) Salary rates are based on weighted average rates of all OPP municipal detachment staff by rank, level and classification. The 2017 salaries were estimated based on the July 1, 2017 rates set in the 2015 to 2018 OPPA Uniform and Civilian Collective Agreements. The salary rates and statutory holiday payouts will be reconciled to the current year provincial average.

2) Three Midland Police Service members are subject to the Rank Level Determination process. Regardless of the results of the Rank Level Determination process, a Staff Sergeant will be required for municipal policing. For the purpose of this costing a member has been indicated as a Staff Sergeant and two members are indicated as "Uniform Position". A Constable salary rate has been applied to the Uniform Position rank, however this rate is subject to change. The Town will be billed based on the finalized OPP rank classifications for two members.

3) Overtime is calculated for uniform members based on a provincial rate of 5.41% of uniform salaries. Overtime is reconciled to actual costs allocated to the municipality.

4) Shift Premium is calculated at $640 per Sergeant, Constable and Uniform Position (rank to be determined) and reconciled to actuals.

5) The benefit rates are 27.87% for commissioned uniformed officers, 26.96% of salaries for uniformed officers, 25.00% for civilian staff, 16.91% for Uniform part-time staff, 19.01% for Civilian part-time staff and 2% for overtime payments.

6) Office Automation - Civilian is calculated at $1,485 per detachment administrative member, including the Court Officer (Administration).

7) Accommodation & Cleaning Contract costs are excluded as the municipality is providing detachment facilities.

8) Uniform & Equipment is calculated at $1,735 per uniformed member. The first year of the contract the municipality will be required to pay for the Inspector portion only in the amount $555. A reduction of $48,580 will be applied based on the number of amalgamating officers as initial costs are charged for the first year and therefore the per uniformed member costs will not be charged in year one of the contract.

9) Uniform & Equipment - Civilian Court Officer is calculated at $741 per Civilian Court Officer. A reduction of $3,705 will be applied the first year of the contract based on the number of amalgamating court officers as initial costs are charged for the first year and therefore the per civilian court officer member costs will not be charged in year one of the contract.

10) Uniform, Equipment and Vehicle Initials Costs and Communication Equipment as detailed on OPP Contract Proposal Initial Costs, does not include costs associated with other detachment facility related areas. These expenditures will be invoiced separately.
### OPP Contract Proposal Initial Costs

**MIDLAND T**

<table>
<thead>
<tr>
<th>Uniform, Equipment and Vehicle</th>
<th>Quantity</th>
<th>Unit price</th>
<th>Total price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Uniform and equipment - non-commissioned</td>
<td>28</td>
<td>$3,598</td>
<td>$100,755</td>
</tr>
<tr>
<td>Uniform and equipment - court officer</td>
<td>5</td>
<td>$2,981</td>
<td>$14,905</td>
</tr>
<tr>
<td>Firearms (including use of force equipment) - uniform</td>
<td>28</td>
<td>$1,113</td>
<td>$31,168</td>
</tr>
<tr>
<td>Non-firearms use of force equipment costs - court officer - 1 baton 26 &amp; 1 set handcuffs</td>
<td>6</td>
<td>$115</td>
<td>$573</td>
</tr>
<tr>
<td>C8A2 close quarter battle carbine per vehicle</td>
<td>9</td>
<td>$2,140</td>
<td>$19,260</td>
</tr>
<tr>
<td>Taser</td>
<td>14</td>
<td>$1,550</td>
<td>$21,706</td>
</tr>
<tr>
<td>Taser air cartridge operational - four per taser</td>
<td>56</td>
<td>$52</td>
<td>$2,928</td>
</tr>
<tr>
<td>Handcuffs oversized</td>
<td>2</td>
<td>$53</td>
<td>105</td>
</tr>
<tr>
<td>Handcuffs (hinged)</td>
<td>2</td>
<td>$44</td>
<td>88</td>
</tr>
<tr>
<td>Chain waist belt</td>
<td>1</td>
<td>$52</td>
<td>52</td>
</tr>
<tr>
<td>Patrol vehicle</td>
<td>9</td>
<td>$32,500</td>
<td>$292,500</td>
</tr>
<tr>
<td>Mobile radio package opp-2 with repeater includes initial installation</td>
<td>9</td>
<td>$13,101</td>
<td>$117,909</td>
</tr>
<tr>
<td>Portable radio</td>
<td>28</td>
<td>$863</td>
<td>$24,164</td>
</tr>
<tr>
<td>Portable radio - court officer civilian</td>
<td>5</td>
<td>$863</td>
<td>$4,315</td>
</tr>
<tr>
<td>Decatur genesis ii select dual antenna radar moving radar</td>
<td>1</td>
<td>$2,967</td>
<td>$2,967</td>
</tr>
<tr>
<td>Kustom falcon hr stationary handheld radar</td>
<td>1</td>
<td>$1,285</td>
<td>$1,285</td>
</tr>
<tr>
<td>Dräger 7410 gic - alcohol screening device</td>
<td>9</td>
<td>$626</td>
<td>$4,726</td>
</tr>
<tr>
<td>Intoxilyzer 8000c instrument</td>
<td>1</td>
<td>$8,000</td>
<td>$8,000</td>
</tr>
<tr>
<td>Simulator require 2</td>
<td>2</td>
<td>$1,200</td>
<td>$2,400</td>
</tr>
</tbody>
</table>

**Total Uniform, Equipment and Vehicle Costs**

<table>
<thead>
<tr>
<th>Communication Equipment</th>
<th>Quantity</th>
<th>Unit price</th>
<th>Total price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Beat Radio System Installation</td>
<td>1</td>
<td>$30,000</td>
<td>$30,000</td>
</tr>
</tbody>
</table>

**Total Communication Equipment Cost**

- $30,000

**NOTE:** The costs associated with other detachment facility related areas are **NOT** listed above. As noted in this contract proposal the municipality is responsible for all costs associated to:
- alterations or modifications of the facility as identified in the Facility Report,
- annual operations and maintenance of the detachment facility, and
- initial cost of required operational equipment.
O.P.P. Contacts

Please forward any questions or concerns to Inspector Andrew Ferguson, Detachment Commander, Southern Georgian Bay Detachment, or Linda Davis, Contract Analyst, Municipal Policing Bureau, OPP General Headquarters.

Inspector Andrew Ferguson (705) 526-3761
Linda Davis (705) 329-6289
Appendix "A"

Records and Information Management (RIM) Report Summary
On May 9th, 2016, the Records & Information Management Unit (RIM) of the Ontario Provincial Police (OPP) completed a preliminary site visit of the Midland Police Service (MPS). An assessment of the current status of the police services’ recordkeeping practices/procedures was conducted.

A methodology was developed that assesses the current state of records using three categories; paper records, electronic records (servers, emails etc.), physical storage conditions; as well as the current records management processes. Initial assessment shows that resources would need to be dedicated to bringing all paper and electronic records to a mutually acceptable state so that they can be stored and/or transferred prior to amalgamation (including DVDs, e-mails and external storage devices). It was also determined that it would be necessary to consider an alternative site for storage of evidence/files instead of the garage currently in use. Midland would require OPP expertise to complete this exercise, and to provide oversight.

The OPP is in a position to share these preliminary findings and work with MPS to identify the steps and stages to bring records up to a mutually accepted state. Should the costing proposal be accepted, and an amalgamation is to take place, specific records responsibilities would need to be assigned to one or a combination of the following: the OPP, the MPS and/or the Municipality.

The following six stages must be completed prior to an amalgamation:

1. Document and destroy records that have reached their retention at the time of an amalgamation
2. Document and retain records with the municipality until the record has reached its retention
3. Document and notify/transfer records to a 3rd party agency
4. Document and transfer active records to the OPP
5. Transfer all original crown briefs in possession of the Police Service to the Ministry of Attorney General, and destroy all duplicate copies of crown briefs prior to amalgamation.
6. Provide access to all paper and electronic records required to support the Municipal Policing Bureau amalgamation processes, specifically files related to: payroll, attendance, employee performance and learning plans, and employee formal and informal discipline.

The OPP RIM Unit will work collaboratively with MPS to ensure the legislative/regulatory requirements of the Police Services Act, R.S.O. 1990, Sections 31(1) and 41(1) have been met, specific to the Management of Police Records as outlined in Section Al-007 of the Policing Standards Manual (2000). In addition, the RIM Unit and MPS will certify that the amalgamation process is completed in accordance with the municipality’s By-Law for the Retention of Police Records, the OPP approved Records Maintenance Manual and the Archives and Recordkeeping Act, 2006, and ensure the transfer/disposal of records is completed in compliance with the above. If the municipality does not have a related By-Law an appropriate solution will be identified to ensure the certification can be completed. The OPP is absolved of all legislative regulatory reporting requirements, both federal and provincial, related to the municipal police service prior to the amalgamation.
Facility Guidelines and Compliance Requirements Summary
On May 9th, 2016, the Facilities Section of the Ontario Provincial Police (OPP) completed a preliminary site visit of the Midland Police Service (MPS) located at 250 Second St., Midland, ON. An assessment of the current status of the police service’s facility was conducted.

A methodology was developed that assesses the current condition of municipal police service buildings. Each facility is assessed in reference to the OPP Detachment Facility Guidelines and its compliance with the following:

- Ontario Building Code (OBC) and Fire Code
  - The OPP recommends that a full assessment by an independent consultant be undertaken by the Municipality to determine compliance
  - It would be the Municipality’s responsibility to comply with the detailed requirements of the applicable provisions of the Building Code.
- Ontarians with Disabilities Act (ODA), 2001 and Accessibility for Ontarians with Disabilities Act (AODA), 2005
  - Where applicable, the Municipality is expected to incorporate the barrier-free design guidelines developed under the ODA.
  - OPP Facilities Section policy is to meet and comply with the requirements of the AODA, for the Public accessible areas of the facility.
  - Exceptions to this policy include the Operational Areas which, by nature of the functions and security requirements cannot meet the requirements of the AODA. Items that contravene the Act include the mounting height of scramble keypads or similar devices and other security-related design components. The security of the Detachment or the effective, safe operation of the facility would be compromised by meeting certain requirements of the AODA.
  - The Municipality is to liaise with OPP Facilities Section for guidance on this aspect of code compliance.
- Youth Criminal Justice Act and Coroner’s Inquest Recommendations
  - OPP Facilities Section policy is to meet and comply with the requirements of the Youth Criminal Justice Act and Coroner’s Inquest recommendations as they have impacts in the design and layout of the Secure Function area.
  - The Municipality is to liaise with OPP Facilities Section for guidance on this aspect of code compliance.
- Police Services Act (Adequacy & Effectiveness Standards Regulation)
  - Compliance to this Act is to advise of relevant and applicable standards over and above what is normal for any construction project.
  - OPP Facilities Section will advise the Municipality on the impact of this Regulation, or subsequent regulations, on the facility design. Some areas of design that will be impacted or governed by the Regulation include:
    - Spatial requirements
    - Prisoner management and cell facilities
    - Records management and retention
    - Safe storage of firearms
Initial assessment reveals a requirement to alter and modify the facility. The OPP is in a position to share these preliminary findings and work with MPS to identify the deficiencies, and to assist in the implementation of recommended alterations and modifications. **Should the contract proposal be accepted and an amalgamation is to take place, specific recommendations would need to be prioritized and implemented prior to transitioning to the OPP.**

The OPP Facilities Section will work collaboratively with the Town of Midland and the MPS to ensure the most cost efficient procurement processes and appropriate solutions are followed.

These costs are the responsibility of the municipality. As such, they are not included in the costs identified in this proposal.

OPP Facilities Section will also direct Infrastructure Ontario (IO) to initiate negotiation for a License to Occupy agreement with the Municipality on behalf of the OPP consistent with the period specified in the Contract Policing Proposal.
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Table 1: OPP Policing Proposal - Full Time Equivalents
Table 2: OPP Policing Proposal - Full Time Equivalents if Chief and Inspector do not Transition
Table 3: Midland Police Service Full-time Equivalents 2017
Table 4: Midland Police Service Expected Operating Costs 2018 – 2027
Table 5: Ontario Provincial Police Service Expected Policing Costs for the Town of Midland
Summary

• The Ontario Provincial Police (OPP) have proposed policing models to the Town of Midland that incorporate full-time equivalent staffing of 28.32 police officers if the Midland Police Service Chief and Inspector transition to the OPP, and 26.32 full-time equivalents if they don’t

• Evidence indicates that if the Town of Midland accepts the OPP proposal for municipal policing there will be a significant annual financial benefit to the town. Further, there is no indication that the town will suffer any degradation in policing

• All estimates are approximate and may be negatively or positively affected by changes in the OPP billing model or annual adjustments by the OPP

Conclusion

• Evidence indicates that if the Town of Midland accepts the OPP proposal for municipal policing there will be a significant annual financial benefit with no degradation in policing

Background Information

This Report is Based on Content from the Following Documents and Sources

1. 10-year Midland Police Service budget forecast produced by the Town of Midland
2. Ontario Provincial Police Contract Policing Proposal to the Town of Midland
3. Ontario Provincial Police website ref: municipal policing
4. Ontario Provincial Police, Business Management Bureau
7. Cost of Transition Estimates (OMERS to OPP) produced by the Town of Midland
8. Collective Agreement, Uniform Officers, Midland Police Services
9. Collective Agreement, Civilian
10. Collective Agreement, Senior Officers’ Association, Midland Police Services
11. Contractual Agreement between the Midland Police Services Board and Chief of Police

Background

• The Town of Midland requested a proposal for policing services from the Ontario Provincial Police

• The Ontario Provincial Police proposal was presented at a public meeting on February 8th, 2017 (Town of Midland Contract Policing Proposal)

• The Ontario Provincial Police policing proposal is based on 24-hour a day proactive and reactive policing resulting in full-time equivalent personnel shown in Table 1
Table 1: OPP Policing Proposal - Full Time Equivalents

<table>
<thead>
<tr>
<th>Position</th>
<th>FTE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detachment Commander (Inspector)</td>
<td>0.32</td>
</tr>
<tr>
<td>Staff Sergeant</td>
<td>1</td>
</tr>
<tr>
<td>Sergeant</td>
<td>4</td>
</tr>
<tr>
<td>Constable</td>
<td>21</td>
</tr>
<tr>
<td>Uniform Position (subject to review)</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total Uniform Complement</strong></td>
<td><strong>28.32</strong></td>
</tr>
<tr>
<td>Court Officer (full time)</td>
<td>5</td>
</tr>
<tr>
<td>Detachment Admin Clerk (full time)</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total Civilian Complement</strong></td>
<td><strong>7</strong></td>
</tr>
</tbody>
</table>

- Table 1 assumes that all uniformed Midland Police Service personnel, including the Chief and Inspector, **will** transition to the Ontario Provincial Police.
- The Ontario Provincial Police offer an adjustment to their policing proposal if the Chief and Inspector do not transition:
  - this reduces the full-time equivalents by two positions, and a corresponding decrease in costs for the first three years
  - the Ontario Provincial Police full time equivalent complement within this scenario, and depicted in Table 2, is reduced from 28.32 to 26.32 full time equivalents

Table 2: OPP Policing Proposal - Full Time Equivalents if Chief and Inspector do not Transition

<table>
<thead>
<tr>
<th>Position</th>
<th>FTE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detachment Commander</td>
<td>0.32</td>
</tr>
<tr>
<td>Staff Sergeant</td>
<td>1</td>
</tr>
<tr>
<td>Sergeant</td>
<td>4</td>
</tr>
<tr>
<td>Constable</td>
<td>21</td>
</tr>
<tr>
<td><strong>Total Uniform Complement</strong></td>
<td><strong>26.32</strong></td>
</tr>
<tr>
<td>Court Officer (full time)</td>
<td>5</td>
</tr>
<tr>
<td>Detachment Admin Clerk (full time)</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total Civilian Complement</strong></td>
<td><strong>7</strong></td>
</tr>
</tbody>
</table>

Current Midland Police Service staffing is shown in Table 3
Table 3: Midland Police Service Full-time Equivalents 2017

<table>
<thead>
<tr>
<th>Position</th>
<th>FTE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Constable</td>
<td>1.00</td>
</tr>
<tr>
<td>Inspector of Operations</td>
<td>1.00</td>
</tr>
<tr>
<td>Staff Sergeant</td>
<td>1.00</td>
</tr>
<tr>
<td>Sergeants</td>
<td>4.00</td>
</tr>
<tr>
<td>Constables</td>
<td>16.00</td>
</tr>
<tr>
<td>Community Service Officer</td>
<td>1.00</td>
</tr>
<tr>
<td><strong>Total Police Complement</strong></td>
<td><strong>24.00</strong></td>
</tr>
<tr>
<td><strong>Civilian Members</strong></td>
<td></td>
</tr>
<tr>
<td>Executive Assistant</td>
<td>1.00</td>
</tr>
<tr>
<td>Court Officers - Special Constables</td>
<td>3.00</td>
</tr>
<tr>
<td>Part Time Special Constables</td>
<td>1.50</td>
</tr>
<tr>
<td>Information Technology Special Constable</td>
<td>1.00</td>
</tr>
<tr>
<td>Part Time Administrative Clerks</td>
<td>1.52</td>
</tr>
<tr>
<td>Part Time Custodians</td>
<td>0.50</td>
</tr>
<tr>
<td><strong>Total Civilian Complement</strong></td>
<td><strong>8.52</strong></td>
</tr>
</tbody>
</table>

- The first three years of the Ontario Provincial Police proposal, which includes the remaining days and months of the year the contract takes effect, plus three calendar years, are based on fixed costs, although there are annual adjustments may occur, such as costs related to overtime and weighted average rates of OPP municipal detachment staff by rank, level, and classification.
- After the three-year period, annual costs are based on the OPP Billing Model which includes the municipality’s portion of the Ontario Provincial Police total provincial municipal policing base costs, calls for service costs, and other local costs such as overtime, court security, and prisoner transportation.
- The Ontario Provincial Police provided a 2017 Estimated Calls for Service Costing Template to assist with estimating the post-three-year cost calculations.

Transition Costs

- Transition costs are influenced by Town of Midland collective agreements and contracts including

  **Collective Agreement – Uniform Positions**

  **ARTICLE 25 – AMALGAMATION - DISBANDMENT**

  25.01 If, during the term of this agreement, a change occurs in legislation which would in any way alter the jurisdiction or authority of the Board or substitute, or constitute a new Board, or entity to govern the Police Service, or which would result in the Midland Police Service becoming part of any other Police Service, the Board shall ensure that the benefits
to be provided to each member in respect of past service and in respect of future service are not less than the benefits provided under this Agreement.

If by reason of such change the service of any member is terminated, the Board shall ensure the member will receive, without loss, all pensions, vacation, and other benefits accrued to him provided always that this provision is subject to the terms of any legislation. The Midland Police Services Board shall be responsible for all costs incurred with any changes to service time, benefits, or pensions with the new employer.

O.P.P. Policing:

In addition to the foregoing; should the Service be disbanded or reduced in size as a consequence of an agreement with the Ministry of the Solicitor General to have the Ontario Provincial Police assume policing responsibilities for the municipality, each member of the Service not offered [consultant emphasis] employment with the Ontario Provincial Police, or whose employment is terminated as a consequence of an agreement with the Ministry of the Solicitor General to have the Ontario Provincial Police assume policing responsibilities shall be entitled to the following:

(a) Four (4) weeks salary for every year of service with the Midland Police Service, or part thereof;

(b) An amount of up to five thousand ($5,000) dollars for education, upgrading or retraining. These funds are for tuition, books and equipment, travelling and living expenses, directly related to education upgrading or retraining. A member seeking education funding must initiate education, upgrading or retraining within a period of twelve (12) months after date of termination. Once a member has commenced upgrading or retraining, the funds will continue to be available for a thirty-six (36) month period.

The Board agrees that when a member is offered and accepts employment with the OPP, the Board will pay all costs to ensure that the member shall continue to have the same pensionable service under the Public Service Pension Plan as the member enjoyed under the OMERS Pension Plan.

The Board agrees that if a Member accepts employment with the OPP, but the employment offered was at a rank lower than their current position, the Midland Police Service will maintain that Members current rate of pay for one year from the date of commencing service with the OPP.

The Board agrees that on the date of disbandment of the Service each member absent from duty by virtue of illness or injury, or an authorized absence, shall continue to be provided with all of the benefits of this Agreement, unless such benefits are otherwise provided by the Ontario Provincial Police from the date of disbandment.
Collective Agreement Civilian 2015-2017 Article 30

O.P.P. Policing:

In addition to the foregoing; should the Service be disbanded or reduced in size as a consequence of an agreement with the Ministry of the Solicitor General to have the Ontario Provincial Police assume policing responsibilities for the municipality, each member of the Service not offered employment with the Ontario Provincial Police, or whose employment is terminated as a consequence of an agreement with the Ministry of the Solicitor General to have the Ontario Provincial Police assume policing responsibilities shall be entitled to the following:

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The Board agrees that on the date of disbandment of the Service each member absent from duty by virtue of illness or injury, or an authorized absence, shall continue to be provided with all of the benefits of this Agreement, unless such benefits are otherwise provided by the Ontario Provincial Police from the date of disbandment.

Collective Agreement, Senior Officers’ Association, Midland Police Services

18.09 The BOARD agrees that, in the event that the members of the Association are displaced from their positions with the Midland Police Service as a result of the disbandment of the Midland Police Service due to a voluntary amalgamation, legislative restructuring or regionalization, contract policing with another Police Service, contract policing with the Ontario Provincial Police
or other form of Policing as may be permitted by law, and not offered the same or comparable employment, wages and benefits with the new service, the BOARD shall, at the time of such displacement, provide the members with a severance package consisting of salary and benefits at the rate paid to the Member at the time of such displacement in the amount of thirty-six (36) months.

18.10 If the members are provided employment with the new service, and the new Police Service has a pension plan other than the Ontario Municipal Employees Retirement System (OMERS), the BOARD will be responsible for the costs associated to the transfer of the members years of accredited service from the Ontario Municipal Employees Retirement System (OMERS), to an equivalent number of accredited years of service in the new pension plan.

**Contract with the Police Chief**

*Article 21 – Severance*

21.01 The Board agrees that, in the event that the Chief is displaced from his position of Chief of the Midland Police Service as a result of the disbandment of the Midland Police Service due to a voluntary amalgamation, legislative restructuring or regionalization, contract policing with another Police Service, contract policing with the Ontario Provincial Police or other form of Policing as may be permitted by law, The Board shall, at the time of such displacement, provide the Chief with a severance package consisting of salary and benefits at the rate paid to the Chief of Police at the time of displacement in the amount of 36 months.

21.02 If the Chief is provided employment with the new service, and the new Police Service has a pension plan other than the Ontario Municipal Employees Retirement System (OMERS), the Board will be responsible for the costs associated to the transfer of the Chief’s years of accredited service from the Ontario Municipal Employees Retirement System (OMERS), to an equivalent number of accredited years of service in the new pension plan.

**Comparison of Midland Police Service 10 Year Forecast and OPP Proposal 2021 – 2027**

- Table 4 indicates the expected costs of the Midland Police Service for the ten-year period ending in 2027
  - Line 1 indicates base operating costs
  - Line 2, the capital costs for each of the ten years
  - Line 3, the exit costs for all staff if the Town of Midland elects to transition to OPP policing
  - Line 4 totals base operating costs, capital, and exit costs
Table 4: Midland Police Service Expected Operating Costs 2018 – 2027

<table>
<thead>
<tr>
<th>Town of Midland</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
<th>2025</th>
<th>2026</th>
<th>2027</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Base</td>
<td>4,716,078</td>
<td>5,021,246</td>
<td>5,103,695</td>
<td>5,185,557</td>
<td>5,266,580</td>
<td>5,352,171</td>
<td>5,462,228</td>
<td>5,574,599</td>
<td>5,689,333</td>
<td>5,806,484</td>
</tr>
<tr>
<td>2 Capital</td>
<td>224,426</td>
<td>263,615</td>
<td>160,867</td>
<td>164,184</td>
<td>167,568</td>
<td>171,019</td>
<td>174,540</td>
<td>178,130</td>
<td>181,793</td>
<td>185,529</td>
</tr>
<tr>
<td>3 One-time Exit Costs</td>
<td>2,129,232</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>4 Total</td>
<td>7,069,736</td>
<td>5,284,860</td>
<td>5,264,562</td>
<td>5,349,741</td>
<td>5,434,148</td>
<td>5,523,191</td>
<td>5,636,768</td>
<td>5,752,729</td>
<td>5,871,126</td>
<td>5,992,013</td>
</tr>
</tbody>
</table>

- Table 4 indicates the expected costs of policing the Town of Midland by the OPP. Each line indicates comparable categories to those shown in Table 4.
- Table 5 is based on the assumption that the Chief and Inspector will not transition to the OPP. If the Chief and Inspector do transition, OPP costs for each of the first three years will increase by approximately $332,000.

Table 5: Ontario Provincial Police Service Expected Policing Costs for the Town of Midland

<table>
<thead>
<tr>
<th>OPP</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
<th>2025</th>
<th>2026</th>
<th>2027</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Base</td>
<td>4,733,509</td>
<td>4,842,274</td>
<td>4,897,492</td>
<td>4,122,074</td>
<td>4,220,435</td>
<td>4,325,149</td>
<td>4,455,277</td>
<td>4,585,632</td>
<td>4,728,031</td>
<td>4,870,596</td>
</tr>
<tr>
<td>2 Capital</td>
<td>10,200</td>
<td>10,404</td>
<td>10,612</td>
<td>10,824</td>
<td>11,041</td>
<td>11,262</td>
<td>11,487</td>
<td>11,717</td>
<td>11,951</td>
<td>12,190</td>
</tr>
<tr>
<td>3 One-time Startup Costs</td>
<td>1,358,719</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>4 Total</td>
<td>6,102,428</td>
<td>4,852,678</td>
<td>4,908,104</td>
<td>4,132,898</td>
<td>4,231,476</td>
<td>4,336,410</td>
<td>4,466,764</td>
<td>4,601,348</td>
<td>4,739,982</td>
<td>4,882,786</td>
</tr>
</tbody>
</table>

Ontario Provincial Police Staffing Intention for the Town

The OPP have indicated that if the Town of Midland accepts their policing proposal the intention is that the following police presence will occur:
- three officers, 24 hours
- one sergeant, 24 hours
- Staff sergeant, business hours, Monday to Friday

Source: Email from Linda Davis, Contract Analyst, OPP Municipal Policing Bureau; July 4th, 2017

As confirmed with the Detachment Commander, the intention is to have three officers and one Sgt reporting to the downtown police building and working in zone 5 (Town of Midland) for each shift (24 hours/day). In addition, a S/Sgt would be working in the police building during regular daytime business hours Monday thru Friday. So yes, under normal circumstances you will have three or more officers in zone 5 24 hours/day.

There may be circumstances where staffing could fluctuate temporarily:
- In response to a question put to the Ontario Provincial Police as to whether the number of officers that may be within the Town of Midland boundaries at any time could fluctuate based on overall detachment need, Linda Davis, Contract Analyst, OPP Municipal Policing Bureau, answered

The integrated policing model would come into effect immediately upon the provision of policing services (during the transition contract). On duty officers would be assigned to their zones. The number of officers that may be within the Town boundaries at any time could fluctuate based on overall detachment need. It is the Detachment Commander’s responsibility, should a major event...
requiring resources occur, to assign resources accordingly ensuring coverage in each zone. They have the ability to draw resources from other zones or other neighbouring municipalities/detachments dependent on the extent of the situation. … this would be the situation during and after the transition contract, not just after.

For the OPP to meet contractual commitments to the Town of Midland during the transition contract, they will be providing the Town with a minimum of 40,129 hours in each year of the transition contract. After the 3+ years, Midland would not be billed based on FTEs but under the OPP billing model. There would be no contractual commitment to the number of hours provided. The Detachment Commander would still be responsible for assigning adequate resources to each zone. There is no intention to change the number of officers in the zone after the transition contract, unless the need dictated more or fewer officers. The town would be billed based primarily on two components: the # of properties (Base Services), and the Calls for Service as explained on page 10 of the OPP 2015 Annual Report. There would be other costs billed in the form of overtime and court security. Midland will still be eligible for court security grants but they will be administered by the OPP.

Source: Email from Linda Davis, Contract Analyst, OPP Municipal Policing Bureau; June 28th, 2017

**Transitional Process**

**Uniform Members of the Midland Police Service**

- The Ontario Provincial Police will hire all uniform members in good standing currently with the Midland Police Service with the exception of those who decide not to serve due to the rank determination process or other reasons
- All staff who wish to transition to the Ontario Provincial Police will be required to complete an Employment Application Package (Amalgamation)\(^1\)

**Civilian Transition**

- Civilian staff will have to apply for positions within the Ontario Provincial Police
- Midland Police Services employs three full time Court Officers – Special Constables, and one full-time Information Technology Special Constable
- Other civilian members are part time employees (Table 3)
- The Ontario Provincial Police propose three full-time equivalent Court Security Officers, and two full-time equivalent Court Administration Officers

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\(^1\) [http://opp.ca/index.php?lng=en&id=115&entryid=595b91ee8f94acca500bef82](http://opp.ca/index.php?lng=en&id=115&entryid=595b91ee8f94acca500bef82)

\(^2\) Uniform municipal officers must participate in, and successfully complete, a background investigation and security verification, in addition to meeting the requirements of Section 43.1 of the Police Services Act (PSA). Should issues be identified during the course of this review, the officer may be asked to respond to the issues identified. The Commissioner of the OPP reserves the right to review suitability of any civilian or uniform municipal employee prior to an offer of employment being extended to the potential employee. Completion of the Employment Application Package and related documents is not to be construed as an offer of employment or an intention to hire.
• It’s possible that the existing MPS full time Court Officers – Special Constables will gain employment with the OPP but, for purposes of the costing exercise, we have assumed separation payouts to all civilian staff

Questions from Stakeholders
Stakeholder questions encompass the following broad categories:
1. Capital cost and budget implications
2. Physical location of police officers if policing is provided by the OPP
3. Staffing and workload
4. Response time
5. Hiring processes and rules
6. The possibility of transferring items as handguns, batons, handcuffs, and other personnel gear, currently issued to the MPS, to the OPP

• Items one and two, capital cost and budget implications, and the physical location of police officers, have been addressed earlier in this report
• Item 3, staffing and workload has been partially answered earlier in the report (see Email from Linda Davis, Contract Analyst, OPP Municipal Policing Bureau; July 4th, 2017)
  ▪ In addition, the consultants discussed workforce levels with the OPP Business Management Bureau and calculated the OPP’s full time equivalent analysis to ensure we understood and agreed
  ▪ Further, we recalculated workforce and full time equivalent requirements based on daily staffing proposed by the OPP to determine if the levels were accurate
  ▪ We concluded the workforce levels are accurate
• Item 4, response time, in an OPP policing environment, is expected to be similar to the current MPS response times since the OPP have stated their intention to maintain three constables and a sergeant in Midland under normal circumstances
• Item 5, hiring processes and rules, was addressed previously in the transitional process
• Item 6, transfer of current items; though intuitive to think existing items can be reused, creates operational complications. Almost all emergency services – not just police – strive to ensure consistency in equipment, policy, and procedure to reduce the complexity of maintaining equipment and practices, and reduce overall risk. The provincial police’s desire to maintain that consistency is a reasonable objective.

Other Considerations
• Dispatch services would be provided by the OPP from a centralized communications centre
• The OPP proposal does not include a Community Services Officer. If the OPP policing model results in 21 constables, and the town wishes to have a Community Services Officer, the town may have to negotiate an additional uniform position at an estimated cost of approximately $136,000 annually
• The number of hours dedicated to foot patrol in the municipality is not stipulated in the OPP proposal. If the municipality determines that future foot patrols should be enhanced, negotiations will have to take place with the OPP and additional costs considered

• OPP policing costs for years seven to ten are estimated and don’t take into account variables such as overtime or other costs that may be passed on to the municipality, or the possibility of the province changing its funding model
  ▪ Actual savings may be higher or lower than anticipated

Summary
• The Ontario Provincial Police (OPP) have proposed policing models to the Town of Midland that incorporate full-time equivalent staffing of 28.32 police officers if the Midland Police Service Chief and Inspector transition to the OPP, and 26.32 full-time equivalents if they don’t

• Current Midland Police Service uniform and civilian staff have benefits within the collective agreements and Employment Standards Act which are included in this evaluation

• Evidence indicates that if the Town of Midland accepts the OPP proposal for municipal policing there will be a significant annual financial benefit to the town. Further, there is no indication that the town will suffer any degradation in policing

• All estimates are approximate and may be negatively or positively affected by changes in the OPP billing model or annual adjustments by the OPP

Conclusion
• Evidence indicates that if the Town of Midland accepts the OPP proposal for municipal policing there will be a significant annual financial benefit with no degradation in policing
## Midland vs. OPP Costs - 10 Year Summary

<table>
<thead>
<tr>
<th>Year</th>
<th>Town of Midland</th>
<th>OPP</th>
<th>TOTAL 10 YEAR</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Base</td>
<td>Capital</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>4,716,078</td>
<td>224,426</td>
<td></td>
</tr>
<tr>
<td>2019</td>
<td>5,021,246</td>
<td>263,615</td>
<td></td>
</tr>
<tr>
<td>2020</td>
<td>5,103,695</td>
<td>160,867</td>
<td></td>
</tr>
<tr>
<td>2021</td>
<td>5,185,557</td>
<td>164,184</td>
<td></td>
</tr>
<tr>
<td>2022</td>
<td>5,266,580</td>
<td>167,568</td>
<td></td>
</tr>
<tr>
<td>2023</td>
<td>5,352,171</td>
<td>171,019</td>
<td></td>
</tr>
<tr>
<td>2024</td>
<td>5,462,228</td>
<td>174,540</td>
<td></td>
</tr>
<tr>
<td>2025</td>
<td>5,574,599</td>
<td>178,130</td>
<td></td>
</tr>
<tr>
<td>2026</td>
<td>5,689,333</td>
<td>181,793</td>
<td></td>
</tr>
<tr>
<td>2027</td>
<td>5,806,484</td>
<td>185,529</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>54,075,597</strong></td>
<td></td>
<td><strong>55,049,641</strong></td>
</tr>
<tr>
<td></td>
<td><strong>55,049,641</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Note 1
Midland One-time Exit Costs include severances for Chief, Inspector, Executive Assistant, civilians plus sick leave and education allowances

### Note 2
Midland One-time Start-up Costs include pension top up and sick leave payouts for uniformed officers

### Note 3
Cumulative Savings excludes one-time exit costs
Facility Upgrade

One -Time Capital Costs

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Modification to Municipal Staff entrance</td>
<td>$7,000</td>
</tr>
<tr>
<td>Public Entrance/Emergency phone</td>
<td>5,000</td>
</tr>
<tr>
<td>Public Reception/Waiting area*</td>
<td>30,000</td>
</tr>
<tr>
<td>Property Vaults</td>
<td>5,000</td>
</tr>
<tr>
<td>Gun Storage</td>
<td>12,000</td>
</tr>
<tr>
<td>Security Hardware/Doors and Frames</td>
<td>15,000</td>
</tr>
<tr>
<td>Security Access system</td>
<td>30,000</td>
</tr>
<tr>
<td>No Duress Alarms</td>
<td>10,000</td>
</tr>
<tr>
<td>Soft Interview Rooms</td>
<td>10,000</td>
</tr>
<tr>
<td>Cell Doors</td>
<td>10,000</td>
</tr>
<tr>
<td>HVAC System*</td>
<td>40,000</td>
</tr>
<tr>
<td>MTN Communications System: - Move Town Phone System</td>
<td>20,000</td>
</tr>
<tr>
<td>OPP Required New Telecommunications</td>
<td>$29,950</td>
</tr>
</tbody>
</table>

Total $223,950

*These costs (approx. $70,000) are also being recommended for inclusion in the MPS future capital program as they have merit for consideration regardless of any potential transition to an OPP municipal policing program.

Note: Administration recommends that as part of the transition of removing the old Telecommunications equipment we should explore the possibility of acquiring new technology for the Town Hall – a separate item would be included in the 2018 Capital budget submission.