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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
5. Ontario Provincial Police, Municipal Policing Bureau, Information Manual for Costing Process (post three-year period) August 2016
6. Midland Police Service 2015 Annual Report
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

Position	FTE
Detachment Commander (Inspector)	0.32
Staff Sergeant	1
Sergeant	4
Constable	21
Uniform Position (subject to review)	2
Total Uniform Complement	28.32
Court Officer (full time)	5
Detachment Admin Clerk (full time)	2
Total Civilian Complement	7

- 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

Position	FTE
Detachment Commander	0.32
Staff Sergeant	1
Sergeant	4
Constable	21
Total Uniform Complement	26.32
Court Officer (full time)	5
Detachment Admin Clerk (full time)	2
Total Civilian Complement	7

Current Midland Police Service staffing is shown in Table 3

Table 3: Midland Police Service Full-time Equivalents 2017

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

- 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

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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 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, 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

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

- Table 5 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

	OPP	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
1	Base	4,733,509	4,842,274	4,897,492	4,122,074	4,220,435	4,325,149	4,455,277	4,589,632	4,728,031	4,870,596
2	Capital	10,200	10,404	10,612	10,824	11,041	11,262	11,487	11,717	11,951	12,190
3	One-time Startup Costs	1,358,719	-	-	-	-	-	-	-	-	-
4	Total	6,102,428	4,852,678	4,908,104	4,132,898	4,231,476	4,336,410	4,466,764	4,601,348	4,739,982	4,882,786

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 2}

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

¹ <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