



City of
Peterborough

TO: Members of Budget Committee

FROM: Sandra Clancy, Director of Corporate Services

MEETING DATE: April 4, 2012

**SUBJECT: Report CPFS12-022
2012 Police Services Budget**

PURPOSE

A report to recommend some initial reductions to the 2012 Police Budget and to provide Council with sufficient background information to be able to propose additional reductions to be considered at the April 10, 2012 City/Police Board Information Sharing Session.

RECOMMENDATIONS

That Council approve the recommendations outlined in Report CPFS12-022, dated April 4, 2012, of the Director of Corporate Services, as follows:

- a) That, in accordance with the Peterborough Lakefield Community Police Services Board motion of January 10, 2012, the net Police Services 2012 Operating Budget be reduced by \$114,270 as a result of additional funding from the Province regarding Court Security.
- b) That, in accordance with the Peterborough Lakefield Community Police Services Board motion of February 22, 2012, the net Police Services 2012 Operating Budget be reduced by \$108,416 as a result of deferred staff hiring.
- c) That the Police Services Board's Administrative Assistant be notified in writing that Council desires to jointly determine and participate in the consultation processes for the development of the Police Services 2013 – 2015 Business Plan.

BUDGET AND FINANCIAL IMPLICATIONS

Recommendations a) and b) will decrease the 2012 Net Police Services Budget by \$222,686 and result in a 7.3% increase over the 2011 approved amount.

It is expected that additional reductions will be made as of the result the April 10, 2012 Information Sharing Session.

BACKGROUND

This report responds to Council direction

This report has been prepared at the request of Council at its meeting held March 12, 2012, when dealing with two correspondence items from the Police Services Board (PSB) Chair that appeared on the March 5, 2012 Committee of the Whole as follows:

That Item 18.3 (Letter from the Police Service Board - Time Line for Resolution of the Police Budget Request from Council) be referred to staff for reply to the Peterborough-Lakefield Community Police Service and that Item 18.1 (Letter from the Police Service Board - Provincial Court Security Prisoner Transportation Program) be referred for a report and that such report review all relevant police budget considerations including anticipated costs for 2013 and 2014.

It is also intended to help Council and Council's representatives prepare for the upcoming April 10, 2012 City/Police Board Information Sharing Session at which the Mayor, Councillor Clarke, and City staff will meet with Police Board representatives to discuss the Police 2012 budget.

2.5% all inclusive increase for 2012 achieved despite 8.4% increase in police estimates

On November 28, 2011, Council began review of the 2012 Draft Budget. The Budget reflected Council's established guideline of a 2.5% all-Inclusive (Combined municipal, education and sewer surcharge) percentage increase for a typical home. To accommodate the 8.4% increase (\$1,611,356) for Police within the overall 2.5% mandate, many other City Department requests were not included in the Draft 2012 budget.

Council expressed some concerns about Police 8.4% increase

As part of the review process, the Committee received Report CAO11-008 Police 2012 Budget, dated November 28, 2011, prepared at the request of the Mayor

and attached to this report as Appendix A. The report compared the gross expenditures for the years 2003 to 2012 for the Police and select City Departments. The report also provided information on the impact on the draft 2012 budget if the Police gross budget for 2012 was limited to an increase of 10% of the City's total gross budget.

The information indicated that the Police share of the City's gross budget consistently remained under 10% over the period 2003 to 2010. This historic pattern changed in 2011 when the Police budget, as a percentage of the City budget, rose to 10.3%. The initial 2012 draft budget indicated an increase to 10.9% for 2012.

The Police share of total gross expenditures had increased beyond the 10% level in 2011 and 2012 because the Police Budget for those years has increased at a higher rate than other City Departments, agencies and boards.

To achieve the suggested 10% of gross figure in 2012, the 2012 Police gross budget would have had to be reduced by \$2,090,000, as shown on Table 1 in Report CAO11-008. Overall gross expenditures by the City would be reduced by the same amount.

Council request to reduce Police Budget to 10% of total City expenditures rejected

On November 29, 2011, the Committee received presentations from the Outside Agencies and Boards including the Police Services Board (PSB) and afterwards made the following motion:

That the 2012 Police Services Operating Budget, as shown on page 127 of the 2012 Highlights Book, be referred back to the Police Services Board with a request to reduce the Gross Police Services budget to its traditional level, under 10% of the gross City operating budget.

On December 5, 2011, at a Special Meeting, the PSB rejected this request. Chief Rodd's report to the PSB is attached as Appendix B.

On December 12, 2011, Council approved the 2012 Capital Budget and deferred consideration of the 2012 Operating Budget.

Subsequent events since December 12, 2011

There have been several events subsequent to December 12, 2011, related to Police Services portion of the 2012 Operating Budget, as follows:

- 1) **December 16, 2011** - Notification re: Court Security Prisoner Transportation (CSPT) Program funding – Peterborough to receive the following amounts over the over the next three years:

Chart 1
Net funding amount from CSPT Program

Year	Gross	Net – after SEL share of 3.85%
2012	\$118,845.96	\$114,270
2013	\$237,691.92	\$228,540
2014	\$356,537.89	\$342,811
Total	\$713,075.77	\$685,621

The annual grant will be reflected in the Police Operating Budget and will reduce net requirements in each of the years.

- 2) **January 23, 2012** - Report CPFS12-003 dated January 23, 2012 of the Director of Corporate Services, Peterborough Lakefield Policing Agreement Options to Amend or Terminate (Attached as Appendix C).
- 3) **January 30, 2012** – Council approves the following motion regarding the Policing Agreement with Smith-Ennismore Lakefield (Attached as Appendix D).

That a letter be sent to the Township of Smith-Ennismore-Lakefield requesting that the Peterborough Lakefield Policing Agreement be amended so that rather than the Township appointing a member of its Council to the five-member Police Services Board, the City of Peterborough appoint a second City Council member to the Board in recognition of the fact that the City funds approximately 96 percent of the net policing costs.

- 4) **February 15, 2012** - Letter #1 from Nancy Martin, Chair of PSB seeking clarification on Budget timeline.
- 5) **February 15, 2012** - Letter #2 from Nancy Martin, Chair of PSB seeking clarification on whether or not Court Security funding is to be directed to relieve court security costs in the Police Services Budget.

- 6) **February 16, 2012** – PSB approves the delay in the hiring of new staff until late 2012, creating a deferral in salary costs in the amount of \$108,416.
- 7) **February 21, 2012** – Mayor sends letter to PSB suggesting an ad hoc committee be established to arrive at an acceptable budgetary solution.
- 8) **March 5, 2012** – City Council refers the February 15 letters from the PSB to staff for reply and that such report review all relevant police budget considerations including anticipated costs for 2013 and 2014.
- 9) **March 13, 2012** – PSB approved a motion that the Chair of the Board hold meetings between the PSB and Council to exchange information to assist in setting the Police Services budget for 2012.
- 10) **March 15 and 16, 2012** – Letters #3 and #4 from Nancy Martin, Chair of PSB to Councillor Clarke, Chair of Budget Committee suggesting proposed dates and participants for information sharing meetings.
- 11) **March 28, 2012** – Board representatives meet with Mayor and Councillor Clarke to discuss mechanics of April 10, 2012 Information Sharing Meeting.

Police Board indicates basis for Budget request is adequacy and effectiveness of police service delivery

The PSB has advocated since early 2010 that additional resources were needed if adequate and effective policing were to continue to be provided to the community.

The following two documents were released by the PSB to substantiate their message:

- Peterborough Lakefield Community Police Service - Business Plan 2010-2012
- An In-Depth Comparison of the Peterborough Lakefield Community Police Service To Other Municipal Police Services in Ontario

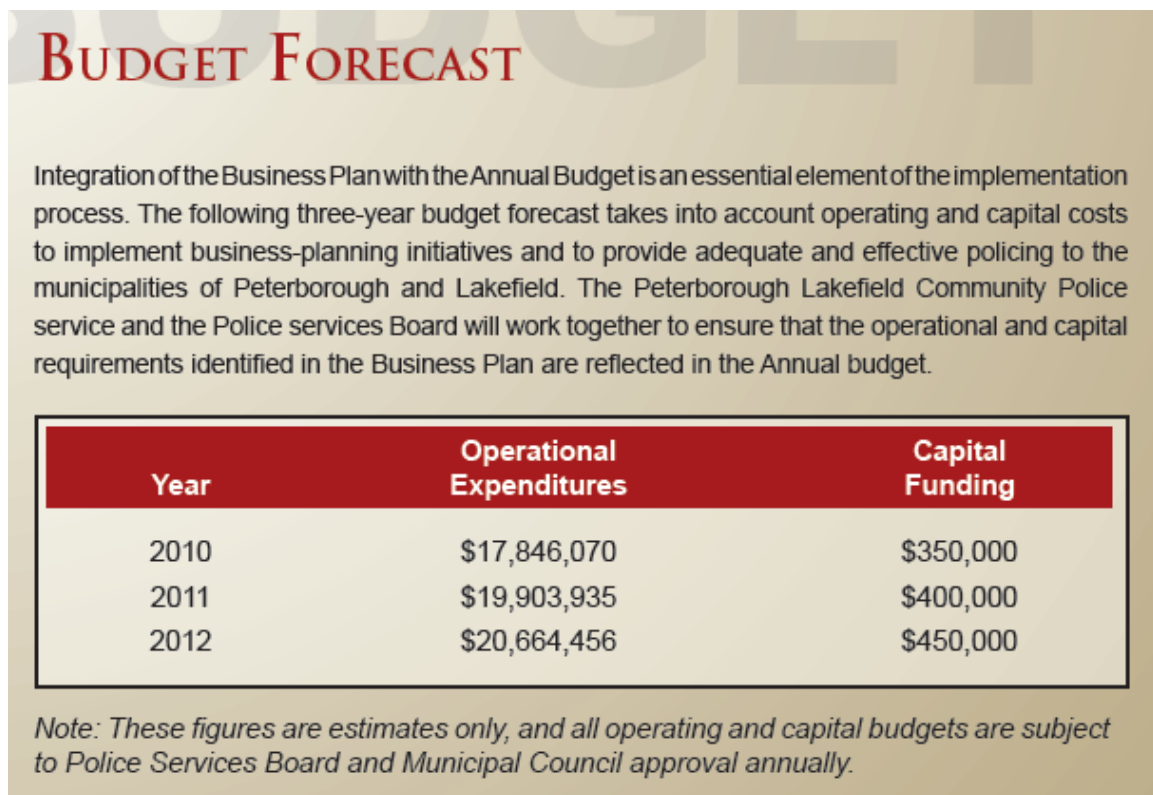
Peterborough Lakefield Community Police Service - Business Plan 2010-2012

On March 15, 2010 Police Chief Murray Rodd presented to Council the Peterborough Lakefield Community Police Service Business Plan for the years 2010 – 2012.

The business plan did indicate there would be significant 2011 and 2012 budget impacts as shown in this section taken from the Business plan.

Chart 2

Excerpt from Peterborough Lakefield Community Police Service Business Plan for the years 2010 – 2012



Upon hearing the presentation, Council made the following motion.

That the presentation by Police Chief Rodd regarding the Peterborough Lakefield Community Police Service Business Plan 2010 – 2012 be received for information.

Comparison of the Peterborough Lakefield Community Police Service to Other Municipal Police Services in Ontario

During the November 3, 2011 PSB meeting, a document entitled “An In-Depth Comparison of the Peterborough Lakefield Community Police Service to Other Municipal Police Services in Ontario” was made public that had been used by the Chief of Police to help justify the 2012 Budget request to the Board.

At the request of the Mayor, Finance staff provided comments on the document. The following is a list of the points reviewed and the key observation made by City staff:

1. **Municipal Comparators** – Other comparators are provided to consider.
2. **Increase in Roadways** – Refinements in methods of data collection over the past few years account for most of the increase, not City growth.
3. **Putting Things Into perspective in Terms of the Budget** – Comparing the Police budget request is not directly comparable to the Financial Information Return the City submits to the Province. The revised numbers are provided.
4. **Cost per Capita Comparisons to our Comparators** – As Peterborough is an amalgamated Police Service, the per capita information assumes the costs attributed to Lakefield are equal to the revenue they pay Peterborough whereas it has been said that this is not exactly true.
5. **National, Provincial and Municipal Cost Per Capita Comparisons** – There are a number of factors that make drawing specific conclusions based upon data representing regions outside of Peterborough difficult. Those factors are listed.
6. **Salaries and Benefits as a % of the Overall Budget** – The Assertion made assumes Council approves one funding envelope for Operating and Capital, whereas that is not reflective of the budget process.
7. **Clearance Rates vs. Budget, Cop to Pop and Crime Severity Indexes** – As the majority of the report uses four other specific comparators, a chart is provided that shows that. In 2010, Peterborough had the highest clearance rate of its comparator group.
8. **Trend in Policing Costs** – In terms of cost, Peterborough is not following the same trend of other municipal police services.
9. **Citizens of Peterborough – Ability to Pay** – Of the comparator group, Peterborough has the lowest average household income.

10. **Land Area and Density** – Closely related to Point #2, when it comes to population density, Peterborough has the 2nd highest population density of the key comparator group, which may assist in keeping costs low.

The original report and analysis by Finance staff are attached to this report as Appendix E.

Police Organizational Review – February 2010

At approximately the same time as the 2010 – 2012 Business Plan was being developed, the PSB was undertaking an Organizational Review. The review was performed by MPM Consulting and Hodgson Associates with the final report being issued in February 2010.

The review involved a thorough examination of all administrative and operational areas of the organization, with particular emphasis on compliance with legislated obligations such as the adequacy and effectiveness standards established through the Police Services Act of Ontario. In addition, the consultants examined other similarly-sized municipal police services in Ontario for comparative purposes.

Police Consultants stated all legislated adequacy standards were being met

The consultants addressed the issue of compliance with legislation, and stated the following on Page 16 of the report:

Adequacy Standards

*One priority for the Board in initiating this project was to ensure that the Police Service was in complete compliance with the legislated adequacy and effectiveness standards. The highest level priority is to ensure the Police Service is meeting the five core responsibilities contained in Section 4.(2) of the Police Services Act which form the basis of adequate and effective policing. Unless a police service provides; **crime prevention, law enforcement, assistance to victims of crime, public order maintenance, and emergency response**, it is not providing adequate policing. The PLCPS provides all of these services for Peterborough and Lakefield. If a situation arose where the PLCPS resources were not adequate, or a highly specialized service was required, they would be accessed through mutual assistance agreements with the Ontario Provincial Police and The Durham Regional Police Service. These formal agreements are regularly reviewed and updated.*

The adequacy and effectiveness of police service delivery is further specified in the thirty eight sections of Ontario Regulation 3/99

made under the Police Services Act. The consultants examined all of these standards and assessed the organizational response to them. Appendix "8" provides a detailed listing of them. In all cases the Police Service is in compliance.

Police Personnel Related Costs - \$20.5M or 92% of 2012 Draft Budget

The overwhelming majority of costs within the Police Budget are related to personnel costs which accounts for approximately 92% of the 2012 Draft Police Budget request.

Once new positions are approved, personnel costs are influenced by factors beyond the control of the PSB, particularly when it comes to contract settlements that can be awarded through the interest arbitration process.

The Board, however, does have complete control over new positions created in the first place, and it does have complete control over the Chief and Deputy compensation levels. The Chief and Deputy Chief compensation levels appear to have increased substantially since 2010.

The Board and Chief do have some discretionary control over the amount of overtime incurred in any given year as well.

The number of recent new staff hired have contributed significantly to the cost escalation in recent years as shown in Chart 3.

Chart 3
Police - New full-time staff additions
Budget Years 2009 to 2012

Line Ref	Position and comments	FTE	2012 Salary	2012 Benefits	2012 Total Salary & Ben	Annualized Total Salary & Ben
C1	C2	C3	C4	C5	C6	C7
	<u>2009 Proposed new full-time permanent</u>					
1	Special Constables - Court Services Division	2.000	116,600	32,600	149,200	149,200
2	Purchasing Clerk - Admin Support - Police	1.000	52,300	14,600	66,900	66,900
3	Human Resource Manager - Admin Support - Police	1.000	88,900	24,900	113,800	113,800
	Subtotal	4.000	257,800	72,100	329,900	329,900
	<u>2010 No new Positions Requested</u>					
	<u>2011 Proposed new full-time permanent</u>					
4	Police - Data Entry Clerk (January 1)	1.000	42,900	12,000	54,900	54,900
5	Police - Victims Services Assistant (January 1)	1.000	42,900	12,000	54,900	54,900
6	Police - Traffic Officers (January 1)	2.000	135,400	37,900	173,300	173,300
7	Police - Drug Unit (May 1)	2.000	135,400	37,900	173,300	173,300
8	Police - Drug Unit (Sept 1)	2.000	135,400	37,900	173,300	173,300
	Subtotal	8.000	492,000	137,700	629,700	629,700
	<u>2012 Proposed new full-time permanent</u>					
9	Police - Constables 4	4.000	15,500	4,300	19,800	261,800
10	Police - Communicators 2	2.000	8,100	2,300	10,400	136,600
11	Police - Data Entry Clerk 1	1.000	2,900	800	3,700	48,600
	Subtotal	7.000	26,500	7,400	33,900	447,000
	Total	19.000	776,300	217,200	993,500	1,406,600

Assumptions:

- 1) Positions recruited as per estimated start date
- 2) The grid rate increases are combined for a blended rate
- 3) New staff move through Grid steps each year

Information Sharing Session between Council and PSB

The April 10, 2012 Information Sharing Session will be an opportunity for more discussion on the Police Services 2012 Operating Budget and potential reductions.

Before considering any new 2012 positions, the PSB would need an additional net \$1.4M (7.3%) in 2012 to fulfill its contractual obligations including salary settlements, annualization of 2011 new hires, step increases and recognition pay. Their initial 2012 request reflected a \$1.6M (8.4%) increase.

However, the participants of the Information Sharing session could discuss reducing personnel costs through reductions of overtime, reevaluating staff complement as retirements or other vacancies occur and not hiring all or some of the seven proposed 2012 hires.

They could also review any possible transfers from reserves and reducing training budgets.

As an example, the Police Services surplus for 2011 is \$184,955. Traditionally, as long as the City's overall year-end financial position will allow, a portion of the Police Services surplus is transferred to a Special Projects Reserve to be used on an emergency basis or for specific capital projects. Perhaps part of this could be brought forward to 2012 and reduce the 2012 Police Services request.

Municipal Policing Costs – Not Just a Peterborough Issue

The issue of escalating costs for policing services has attracted national attention. Recent articles such as those in the Toronto Star and Globe and Mail are bringing the issues to the forefront for discussion.

- March 19, 2012 - The Toronto Star - Ontario police boards seek Ontario's help in keeping policing costs down
- March 20, 2012 – The Globe and Mail - Canada's police among the best paid in the world
- March 21, 2012 – The Globe and Mail - Law enforcement must adapt to new era of fiscal restraint
- March 22, 2012 – The Globe and Mail - The case for early police retirement is unproven

Police Services Budget Increases for 2013 - 2014

Police Services Act Limitations

Section 39 of the Police Services Act describes the authority Council has regarding the Police Service Board budget. It is often quoted in correspondence from the Board.

Section 39 states

- 39. (1) The board shall submit operating and capital estimates to the municipal council that will show, separately, the amounts that will be required,*
- (a) to maintain the police force and provide it with equipment and facilities;*
- and*
- (b) to pay the expenses of the board's operation other than the remuneration of board members*
- (3) Upon reviewing the estimates, the council shall establish an overall budget for the board for the purposes described in clauses (1)(a) and (b) and,*

in doing so, the council is not bound to adopt the estimates submitted by the board.

(4) In establishing an overall budget for the board, the council does not have the authority to approve or disapprove specific items in the estimates.

Council to set clear 2013 and 2014 guidelines and participates in Business Plan Development

Council may wish to provide clear direction to the PSB for their 2013 and 2014 budget and inform the Board that Council wants to play a significant role as the 2013 to 2015 Business Plan is developed.

All police union contracts up for renewal January 1, 2013 – 2013 and 2014 Budget

The Police Services union contracts expire December 31, 2012 and settlements reached will have a major impact on 2013 and 2014 Police Budgets.

Based upon very preliminary analysis of the 2013 and 2014 budget years, excluding any increase in salary settlements, and in keeping with the Provincial forecast of a 1.7% inflationary increase for other expenses, the Police Services budget would need to increase by 3% for 2013 and 1% for 2014 after taking into consideration contractual obligations for grid steps and service recognition.

If a 1% salary settlement were approved, the increases would increase to 4% and 2% respectively and if the salary settlement were 2%, it would be 5% and 3%.

City's 2013 Budget Guidelines should be considered

Finance staff will be presenting a 2013 Guideline Report to Budget Committee in late April or early May.

Staff suggest the City representatives, attending the April 10 Information Sharing Sessions, should request the Police Board refer to these guidelines when preparing the Board's 2013 Budget Request.

SUMMARY

This report summarizes the two changes approved by the Police Services Board since December. It provides some information to be considered in the Information Sharing session with the Peterborough Lakefield Community Police Services Board about the 2012 Budget and also provides some information for the 2013 and 2014 Police Services budgets.

Submitted by,

Sandra Clancy
Director of Corporate Services

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Appendix A - Report CAO11-008 Police 2012 Budget

Appendix B – Report by Chief Rodd – Response to the Motion of November 29 from City Council

Appendix C - Report CPFS12-003 dated January 23, 2012 – Peterborough Lakefield Policing Agreement Options to Amend or Terminate

Appendix D – Letter dated January 30, 2012 to Smith-Ennismore-Lakefield

Appendix E – An In-depth Comparison of the Peterborough Lakefield Community Police Service to Other Municipal Police Services in Ontario

Appendix A

Report CAO11-008 Police 2012 Budget



City of
Peterborough

TO: Members of the Budget Committee

FROM: Brian W. Horton, Chief Administrative Officer

MEETING DATE: November 28, 2011

SUBJECT: Report CAO11-008
Police 2012 Budget

PURPOSE

A report to present a comparison of Police Gross Expenditures to other City Departments for the years 2003 to 2012.

RECOMMENDATION

That Council approve the recommendation outlined in Report CAO11-008 dated November 28, 2011 of the Chief Administrative Officer, as follows:

That Report CAO11-008 be received for information.

BUDGET AND FINANCIAL IMPLICATIONS

There are no budget or financial implications.

BACKGROUND

The Mayor requested Finance Staff to prepare the attached "Gross Expenditure" Comparisons for the years 2003 to 2012" for the Police and select City Departments.

He also requested information on the impact on the draft 2012 budget if the Police gross budget for 2012 was limited to an increase of 10 per cent of the City's total gross budget.

The information indicates that the Police share of the City's gross budget consistently remained under 10 percent over the period 2003 to 2010. This historic pattern changed in 2011, when the Police budget as a percentage of the City budget rose to 10.3 per cent. The current draft budget indicates another increase to 10.9 percent for 2012.

The Police share of total gross expenditures has increased beyond the 10% level in 2011 and 2012 because the Police Budget for those years has increased at a much higher rate than other City Departments, agencies and boards.

To achieve the suggested 10 per cent of gross figure, the 2012 Police gross budget would have to be reduced by \$2,090,000, as shown on Table 1. Overall gross expenditures by the City would be reduced by the same amount.

To achieve the suggested 10 per cent increase, the 2012 Police gross budget would have to be reduced by \$2,090,000, as shown on Table 1. Overall gross expenditures by the City would be reduced by the same amount

Table 1

Impact on 2012 Draft Budget if Police Gross Budget Limited to 10% of Total Gross Budget

	As Per 2011	As per 2012 Draft	2012 if Police Gross Held to 10% of Total Gross	\$ Change from 2011 Budget	% Change from 2011 Budget	Change from 2012 Draft
Gross City Budget	204,997,067	210,043,281	207,953,281	2,956,214	1.4%	(2,090,000)
Gross City Police Budget	21,208,666	22,903,860	20,813,860	(394,806)	-1.9%	(2,090,000)
Police as % of Total	10.30%	10.90%	10.0%			

Submitted by

Brian W. Horton
Chief Administrative Officer

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Attachment: Gross Expenditure Comparisons for the years 2003 to 2012

Gross Expenditure Comparisons for the years 2003 to 2012

Description	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total Operating budget										
Operating Budget										
Gross expenditures	131,396,949	143,856,545	161,676,234	175,644,641	185,420,038	187,146,096	190,099,291	202,313,318	204,997,067	210,043,281
\$ change	1,939,473	12,459,596	17,819,689	13,968,407	9,775,397	1,726,058	2,953,195	12,214,027	2,683,749	5,046,214
% change	1.5%	9.5%	12.4%	8.6%	5.6%	0.9%	1.6%	6.4%	1.3%	2.5%
Police Services										
Police Gross Expenditures (Note 1)	12,397,755	14,047,337	15,069,881	16,701,503	17,396,710	17,972,850	18,649,905	19,688,294	21,208,666	22,903,860
\$ change	700,252	1,649,582	1,022,544	1,631,622	695,207	576,140	677,055	1,038,389	1,520,372	1,695,194
% change	6.0%	13.3%	7.3%	10.8%	4.2%	3.3%	3.8%	5.6%	7.7%	8.0%
Police Gross Exp as a % of City Gross Exp	9.4%	9.8%	9.3%	9.5%	9.4%	9.6%	9.8%	9.7%	10.3%	10.9%
Land Ambulance (EMS)										
EMS Gross Expenditures	1,966,401	2,160,395	2,899,158	2,687,847	2,858,987	3,389,853	3,270,741	3,577,666	3,709,279	3,828,918
\$ change	304,614	193,994	738,763	(211,311)	171,140	530,866	(119,112)	306,925	131,613	119,639
% change	18.3%	9.9%	34.2%	-7.3%	6.4%	18.6%	-3.5%	9.4%	3.7%	3.2%
EMS Gross Exp as a % of City Gross Exp	1.5%	1.5%	1.8%	1.5%	1.5%	1.8%	1.7%	1.8%	1.8%	1.8%
Fire Services										
Fire Services Gross Expenditures	7,775,275	8,613,133	9,153,299	10,600,082	11,454,808	12,182,260	12,168,563	12,434,185	12,745,497	12,772,137
\$ change	293,983	837,858	540,166	1,446,783	854,726	727,452	(13,697)	265,622	311,312	26,640
% change	3.9%	10.8%	6.3%	15.8%	8.1%	6.4%	-0.1%	2.2%	2.5%	0.2%
Fire Services Gross Exp as a % of City Gross Exp	5.9%	6.0%	5.7%	6.0%	6.2%	6.5%	6.4%	6.1%	6.2%	6.1%
Public Works										
Public Works Gross Expenditures	5,173,989	5,395,111	5,802,747	6,151,440	6,483,736	6,870,439	7,523,090	8,227,424	8,450,190	8,572,295
\$ change	299,396	221,122	407,636	348,693	332,296	386,703	652,651	704,334	222,766	122,105
% change	6.1%	4.3%	7.6%	6.0%	5.4%	6.0%	9.5%	9.4%	2.7%	1.4%
Public Works Gross Exp as a % of City Gross Exp	3.9%	3.8%	3.6%	3.5%	3.5%	3.7%	4.0%	4.1%	4.1%	4.1%

Note 1 - Police numbers include expenses budgeted by City but not in Police Budget approved by Board. For example, the \$22,903,860 shown for police in 2012 = \$22,514,195 per Police Budget on Page 127 of Highlights Book + Police Station Maintenance (\$318,665) + Police Noise Control (\$25,000) + Police Radios (\$30,000) + Little Lake Musicfest Policing \$16,000.

Note 2 - Land Ambulance Cost reflect City only cost.

Appendix B

Report by Chief Rodd – Response to the Motion of
November 29 from City Council



Peterborough Lakefield
Police Services Board

Public Session

TO: Chair and Members
Peterborough Lakefield Police Services Board

FROM: Chief of Police Murray C. Rodd

REPORT DATE: Thursday, December 1, 2011

SUBJECT: Response to the Motion of November 29th from City Council

PURPOSE

A report to inform the Board of the impact of the proposed budget cuts from the motion passed by City Council on November 29th, 2011.

RECOMMENDATIONS

That the Board approve the recommendation(s) outlined in this Report, as follows:

1. Receive this report.
2. Reject Peterborough City Council's request to reduce our budget to a traditional level under 10% of the City's gross operating budget.

STRENGTH IMPACT

To prevent the reduction of 27 Police Constables reducing authorized strength to 104

BUDGET AND FINANCIAL IMPLICATIONS

To prevent the reduction of \$2,072,335 from the 2012 Police Budget

AND ALSO

To prevent the loss of three (3) Provincial Grants totalling \$585,000 annually, which would be the equivalent of five (5) first class constables.

Please refer to attachment.

AND ALSO

To prevent the net impact of not hiring and moving forward with our plan, the necessity of the estimated costs of \$1,250,000 by way of overtime and all court attendance by the officer, taking place on their scheduled time off.

Please refer to attachment of overtime expenditures.

AND ALSO

The prevention of severance packages and legal fees.
(financial implications unknown at this time)

BACKGROUND

On November 29, 2011, the Peterborough City Council, sitting as the Budget Committee, passed a motion made by His Worship Daryl Bennett:

"That the 2012 Police Services Operating Budget, as shown on page 127 of the 2012 Highlights Book, be referred back to the Police Services Board with a request to reduce the Gross Police Services budget to its traditional level, under 10% of the gross City Operating Budget."

BUSINESS PLAN REFERENCE

1. The 2010 - 2012 Business Plan
2. 2012 Police Service Budget
3. Police Services Act - Section 39(5) and Section 40

SUMMARY

The implications of this request are:

We await the response from City Council regarding the 2012 Police Budget approval.

Prepared by:

Submitted by: Murray C. Rodd, Chief of Police

Reviewed by: Murray C. Rodd, Chief of Police

2012 Reduction Request**2,090,000**

Reduction Total with Layoffs below . . .

2,072,335

#	Sworn Members		Salary	Total	with Benefits
4	4th Class Constable Group II	Sept 1	17,042	68,169	87,257
2	4th Class Constable Group II	Jan 1	51,127	102,254	130,885
6	4th Class Constable Group I	Jan 1	55,387	332,322	425,372
5	3rd Class Constable	Jan 1	68,169	340,845	436,282
9	2nd Class Constable	Jan 1	76,690	690,210	883,469
1	1st Class Constable	Jan 1	85,211	85,211	109,070

Reduction of Authorized Strength of 27 Constables to Authorized Sworn of 104

Ministry Grants received by Police Service	585,000
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Community Partnership Grant

9 officers @ \$30,000 each

270,000

Benchmark of a strength of 96 officers + 9

This grant is to assist our Police Service in increasing front-line policing presence, placing more officers on the streets of Peterborough and Lakefield in keeping with the Government's commitment to community safety.

Safer Communities Grant

7 officers @ \$35,000 each

245,000

Benchmark of a strength of 117 officers + 7

This grant is to assist our Police Service in increasing specialized police presence, in community patrol, youth crime, dangerous offenders and domestic violence as mandated by the Province.

Recruitment Fund Grant

1 officer @ \$70,000

70,000

Benchmark of a strength of 125 officers + 1

This grant is to enable the hiring of one additional officer, to enhance police presence within Peterborough Lakefield Community Police Service.

Loss of Provincial Grants due to reduction in strength is the equivalent of

an additional loss of five (5) 1st class constables.

Since 1995 when Provincial grants began, each one is predicated by the authorized strength.

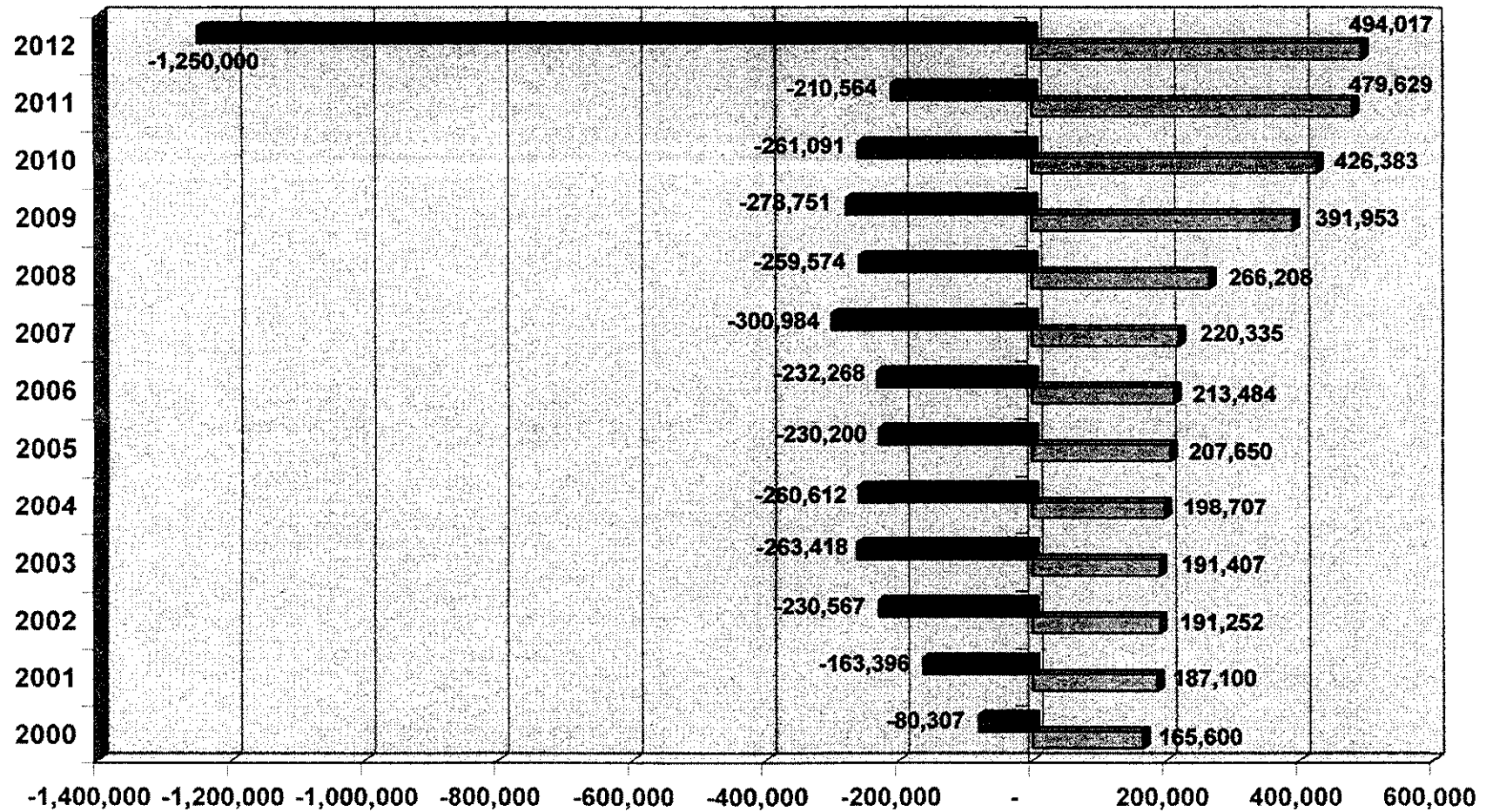
In order to maintain the funding under the above three programs, our Service is required to maintain a total sworn complement to meet the benchmark.

Please note that we have applied for and received approximately \$406,870 from the Ministry, in the past three (3) years to assist with various needs in Intelligence & equipment / Crime Analysis / Safe Schools and Prevention & Enforcement of Internet Crime.

OVERTIME STATISTICS

■ Budgeted

■ Over Budget





PERLEY-ROBERTSON, HILL & McDOUGALL LLP/s.r.l.

*Lawyers / Patent & Trade-Mark Agents
Avocats / Agents de brevets et de marques de commerce*

Reply to/Communiquez avec:
Lynda A. Bordeleau
613.566.2847 lbordeleau@perlaw.ca

December 2, 2011

BY E-MAIL

Ms. Nancy Martin
Chair
Peterborough Lakefield Police Services Board
500 Water Street
P.O. Box 2050
Peterborough, ON K9J 7Y4
E-mail: martin.nl@sympatico.ca

Dear Ms. Martin:

Re: Response to the Motion of November 29th, 2011 from City Council

Further to your request, I have reviewed the Chief's Report dated December 1st, 2011 responding to the November 29th, 2011 Motion of City Council in relation to the 2012 policing budget. Accordingly, the following is my advice to you.

As you are aware, section 39 of the *Police Services Act* establishes the legislative framework for the approval of a police budget. A municipal council has the obligation to provide adequate and effective policing in its municipality by virtue of section 4 of the *Act*. Nevertheless, section 39 of the *Act* contemplates the scenario wherein a municipal council may be driven by considerations other than maintaining the required levels of policing in a community. If the Board is not satisfied that the budget established for it by the council is sufficient to maintain either (1) an adequate number of police officers or other employees of the police force or (2) to provide the police force with adequate equipment or facilities, section 39(5) of the *Act* provides that the Board may request that the Ontario Civilian Police Commission determine the question. This is a formal hearing process governed by the *Statutory Powers and Procedures Act*.

A precondition to triggering the section 39(5) hearing process is Council establishing the Board's budget. The Peterborough Lakefield Council Motion considered the Board's budget and did not approve or deny it. The Motion "requested" the Board to reduce the gross Police Services Budget to its traditional level, under 10 percent of the gross City Operating Budget. The Motion did not use directory or mandatory language. It is my opinion that the Board must now consider this request and respond to Council. If, at the end of the day, the Board is unable to reduce the



police budget in accordance with the request, Council will have to decide whether it unilaterally reduces the budget.

Should Council establish a budget that impacts the ability of the Board to provide adequate and effective policing, the Board may refuse to accept the budget and request that the Ontario Civilian Police Commission determine the budget issue under the section 39 process. I do not recommend the section 40 process. This would involve the Board agreeing to the reduction and then proceeding to the Commission to request a reduction in services. This would be a "back door" approach to the budget issue. The Board is best to guide its decision making on how it assesses adequate and effective policing for the community. Is the budget sufficient for that purpose? If not, it should proceed by way of section 39.

The Board should note that the use of section 39 involves a hearing process whereas a section 40 process is a public meeting before the Commission. A section 39 hearing process will require the calling of evidence and addressing the budgetary analysis by way of witnesses who are subject to cross examination. It can be a lengthy and expensive process.

I trust the above information is of assistance to the Board. Please do not hesitate to contact me if you require further information or clarification.

Yours very truly,

Lynda A. Bordeleau
127:lm

Appendix C

Report CPFS12-003 dated January 23, 2012 –
Peterborough Lakefield Policing Agreement Options
to Amend or Terminate



City of
Peterborough

TO: Members of the Committee of the Whole

FROM: Sandra Clancy, Director of Corporate Services

MEETING DATE: January 23, 2012

SUBJECT: Report CPFS12-003
Peterborough Lakefield Policing Agreement
Options to Amend or Terminate

PURPOSE

A report to present options to amend or terminate the Peterborough Lakefield Policing Agreement in response to a December 12, 2011 motion of Council.

RECOMMENDATION

That Council approve the recommendation outlined in Report CPFS12-003 dated January 23, 2012 of the Director of Corporate Services, as follows:

That Report CPFS12-003, presenting options to amend or terminate the existing Peterborough Lakefield Policing Agreement, be received for information.

BUDGET AND FINANCIAL IMPLICATIONS

There are no budget and financial implications associated with the recommendation in this report.

If, however, Council chose to terminate the Agreement with Smith-Ennismore Lakefield, both parties are required to negotiate in good faith to address the disposition and transfer or compensation for the assets and sharing of liabilities of the Police Services Board at the effective date of termination based on the current value and percentage of cost of each party over the term of the agreement. In addition, the Township would no longer contribute the 3.85% (\$845,984 in the Draft 2012 Budget) towards future operating and capital costs, and the Police Gross Budget may not necessarily be reduced by a like amount. Severance costs might be applicable as well.

BACKGROUND

Introduction

At its meeting held December 12, 2011, Council approved the following motion:

That staff prepare a report for the January 23rd, 2012 Committee of the Whole meeting on the Lakefield-Peterborough Policing Agreement with options to amend or terminate it.

This report provides the legislated requirements on how police services can be provided, the history of the policing agreement between the City of Peterborough and the Township, and provides an analysis of maintaining the status quo and the options to amend or terminate as follows:

- A letter be sent to the Township of Smith-Ennismore-Lakefield (SEL) requesting the agreement be amended so that rather than SEL appointing a member of its Council to the five-member Police Board, the City appoint a second City Council member to the Board.
- A letter be sent to the Township of Smith-Ennismore-Lakefield (SEL) stating the City wishes to terminate the Peterborough Lakefield Policing Agreement effective January 1, 2015.

Legislated requirement and the Current Peterborough Lakefield Community Police Service Agreement

Police Services Act sets out how police services can be delivered

Section 5.1 of The Police Services Act (the Act) sets out the ways municipalities can provide police services:

- 1) Set up their own police service.
- 2) Enter into an agreement with one or more other councils to constitute a joint board.
- 3) Enter into an agreement with one or more other councils to amalgamate their police forces.
- 4) Enter into an agreement under Section 6.1 with the council of another municipality to have its police services provided by the board of the other municipality, on the conditions set out in the agreement, if the municipality that is to receive the police services is contiguous to the municipality that is to provide the police services or is contiguous to any other municipality that receives police services from the same municipality.
- 5) The council may enter into an agreement under Section 10, alone or jointly with one or more other councils, to have police services provided by the Ontario Provincial Police.
- 6) With the Commission's approval, the council may adopt a different method of providing police services. 1997, c. 8.

Peterborough Lakefield Amalgamate Police services and establish joint board

On October 15, 1998, Council approved the agreement and on November 2, 1998, the City and the Village of Lakefield, signed the agreement (Attached as Appendix A) to amalgamate their Police Services effective January, 1, 1999 to be called the "Peterborough Lakefield Community Police Service" and to form a single joint Police Services Board to be called the "Peterborough Lakefield Community Police Services Board." The Ontario Civilian Commission on Police Services (OCCOPS) approved the agreement on December 29, 1998.

The initial \$377,000 identified in 6(b) of the agreement as Lakefield's initial share of cost was based on an assumption the City would provide 18 hours of police coverage to Lakefield per day 365 days per year which equated to annual 4.2 officer requirement plus some support costs.

Effective January 1, 2001, the Village of Lakefield subsequently amalgamated with Smith-Ennismore Township to become the new Township of Smith-Ennismore-Lakefield.

In Report POL01-001, dated February 20, 2001, Chief McLaren indicated that when SEL was first amalgamated, and when dealing with how policing was to be delivered in their new amalgamated township, the SEL Council preference was for the City Police to deliver a contracted Police service which would have meant no board representation for the township. On October 9, 2001, however, based on Report CA01-009 dated October 1, 2001, Council agreed to continue to provide Police Services to the Lakefield Ward of the newly amalgamated SEL Township under the same terms as the 1998 agreement with the Village of Lakefield.

Board Representation

Police Services Board numbers and make-up of members is dictated by The Act in several sections.

Until 1999, the City of Peterborough appointed the Mayor, one other Council member and a third person not on Council. The remaining two were appointed by the Province, in accordance with Section 27 (5) of the Act.

Section 33 (5) of the Act deals with the membership of a five member amalgamated board, as the Peterborough Lakefield Police Board is today, and states:

The joint board of municipalities whose combined population according to the last enumeration taken under Section 15 of the Assessment Act exceeds 25,000 shall consist of,

- (a) two persons who are members of the councils of any participating municipalities, appointed by agreement of the councils of the participating municipalities;
- (b) one person appointed by agreement of the councils of the participating, who is neither a member of a council of a participating municipality nor an employee of a participating municipality; and
- (c) two persons appointed by the Lieutenant Governor in Council.

Although Section 33 (5) (a) would have allowed for the City of Peterborough to have continued to appoint two members from its own Council to the amalgamated board, the 2008 agreement stipulates SEL will appoint a Township Council member to the five-member board and City Council will appoint one Council member and one other person who is not a Council member. The Province appoints the remaining two members.

Agreement reviewed in 2009

Some Members of Council have had a concern with SEL appointing one member of the five member board, effectively having a 20% vote, but contributing only approximately 4% of the total budget. During 2009, staff were asked to review the implications of the agreement and Report CPFPRS09-002 (attached as Appendix B) was presented to the March 16, 2009 Committee of the Whole. Detailed information was provided in that report on the benefits and difficulties of the Agreement. Council of the day elected to make no changes to the agreement.

Three options to consider

In addition to maintaining the status quo, there are two options to amend or terminate.

Pros and cons are described below:

Option 1 – Maintain Status Quo

CPFPRS09-002, dated March 16, 2009, set out the pros and cons of the agreement to the City and Lakefield as follows:

Pros of a Shared Police Service:

- Citizens and business owners of the Lakefield Ward have expressed a preference for having a municipal policing service in their community. Such an option provides a high degree of police visibility and prompt response times. Lakefield residents have the convenience of being able to attend their local office to report incidents, apply for criminal record checks and to make general enquiries.
- Lakefield contributes about \$846,000 towards total policing costs which creates a lower per household cost for City residents than would otherwise be required.
- Operating resources are used effectively to satisfy the needs of the communities served through the pooling of assets.
- Major incidents investigation can be supported by a larger assemblage of shared resources.
- A decrease in total costs is achieved through a reduction of operational duplication.
- Investigations that span both municipal jurisdictions are combined.

- Common, centralized training reduces overall costs and increases development accessibility and incremental costs, as well as a share of the administration or fixed costs required to provide that protection.

Cons of a shared Police Service:

- SEL has 20% of the voting powers on the 5 member board but contributes about 4% of the total budget.

If Council wishes to maintain the status quo, the recommendation in the report is suitable:

That Report CPFS12-003 be received for information.

Option 2 - Amend the agreement so that rather than SEL appointing a member of its Council to the five-member Police Board, the City appoints a second City Council member to the Board

As described above, Section 33 (5) (a) of the Act does allow two persons who are members of the councils of any participating municipalities, to be appointed by agreement of the councils of the participating municipalities.

Council could inform SEL Council that it wishes to amend the existing agreement so that instead of SEL appointing one of its members, the City appoints a second member of Council to the Board. Staff believe the agreement could be mutually amended without seeking the Ontario Civilian Commission on Police Services approval.

Pros of Amending the Agreement:

- If this is the only change, all of the pros as listed in Option 1 would continue.
- If SEL agrees to amend the Agreement, Council would revert back to appointing three of the five member board.

Cons of Amending the Agreement:

- None from the City's perspective. .
- A con for SEL would be that they no longer have a a voting member on the Board and, in effect, the service becomes more like a contracted service to them.

If Council wishes to implement Option 2, then a suitable recommendation to be adopted would be:

That a letter be sent to the Township of Smith-Ennismore-Lakefield (SEL) requesting the Peterborough Lakefield Policing Agreement be amended so that rather than SEL appointing a member of its Council to the five-member Police Board, the City appoint a second City Council member to the Board to recognize that the City funds approximately 96% of the net policing costs.

Option 3 - Termination of the Agreement

A third option Council may wish to consider, or may consider if SEL is not willing to amend the agreement as described in Option 2, is to terminate the agreement as is set out in Section 11 of the agreement as follows:

Termination of Agreement

11. (a) This Agreement may be terminated at any time by mutual agreement of the parties.
- (b) The parties to this Agreement may terminate this Agreement upon two years written notice of termination to the other party.
- (c) Notice of termination must be expressed by a resolution of the Council of the party requesting such termination and shall be delivered by personally serving a certified copy of such resolution on the head of the Council of the other party, in office at the time and the Chair of the Peterborough Lakefield Community Police Services Board in office at the time and the Chair of the Ontario Civilian Commission on Police Services, in office at that time, the effective date of delivery of the notice shall be the date the last of such persons was so served.

Because of the two-year notice requirement, it would probably be best to make the termination effective January 1, 2015 to coincide with Budget years.

Pros of Terminating the Agreement:

- Council would be certain they would revert back to appointing three of the five member board.

Cons of Terminating the Agreement:

- All the benefits of a shared service are no longer available to either municipality.

- There would no longer be revenue from SEL (\$845,984 in the Draft 2012 Budget) and there would be some cost reduction. The amount of the cost reduction would have to be determined by Police Services staff, and may not necessarily offset all of the lost SEL revenue.
- Termination would result in a reduction of the staffing and Section 40 of The Act which deals with “Reduction or Abolition of Police Force” would come into play. Under Section 40 a Board may terminate the employment of a member of the police force for the purpose of abolishing the police force or reducing its size if the Commission consents and if the abolition or reduction does not contravene this Act. Severance may have to be provided and would be a one-time cost.

If Council wishes to implement Option 3, a suitable recommendation to be adopted would be as follows:

That a letter be sent to the Township of Smith-Ennismore-Lakefield stating the City wishes to terminate the Peterborough Lakefield Policing Agreement effective January 1, 2015.

If Council were inclined to adopt either Option 2 or 3, staff would recommend Option 2.

Weighted Voting

Staff also considered whether another option might be to change the number of votes given to the Board Members so that a member of the SEL Council continued to be on the Board as a voting member but their vote did not carry the same weight as other members, in recognition of the smaller financial interest that SEL has as opposed to the City. It was determined that such an arrangement would not fulfill the intention of the make-up of a five-member board in the Act and, practically speaking, would not be feasible.

Information Sharing Protocol

Through Report CP11-002, dated September 6, 2011, Council approved an Information Sharing Protocol between the City of Peterborough and the Township of SEL and the Peterborough Lakefield Community Police Services Board. Two of the key requirements in the Protocol are in Section 3 (b) and (c) of the document and state as follows:

3. The Councils shall:
- b) Where it has specific issues or concerns, which may impact the Peterborough Lakefield Community Police Services budget estimate, invite Senior Staff of the Police Service to share its concerns and Senior Staff shall attend such a meeting, as well as members of the Peterborough Lakefield Police Services Board.
 - c) Whenever possible advise the Board of any policing issues to be discussed by a Committee of either Council or Councils, or where staff or Councils are aware of pending issues to be discussed, to permit police presentation as appropriate.

Members of the Peterborough Lakefield Police Services Board as well as the Police Chief have been provided a copy of this report and have been invited to attend the January 23, 2011 Committee of the Whole meeting to participate in the discussions.

A copy of this report has also been sent to Senior Staff of the Township of SEL.

SUMMARY

This report responds to the December 12, 2011 direction of Council to prepare a report outlining the options to amend or terminate the Peterborough Lakefield Policing Agreement.

Submitted by,

Sandra Clancy
Director of Corporate Services

Contact Person

Sandra Clancy
Director of Corporate Services
Phone: 705-742-7777 Ext. 1863
Fax: 705-748-8839
E-mail: sclancy@peterborough.ca

Appendix A Agreement for the Amalgamation of the Police Services of the Village of Lakefield and the City of Peterborough

Appendix B Report CPFPRS09-002, Dated March 16, 2009, Peterborough Lakefield Policing Agreement

Appendix A

This Agreement made this 200 day of NOVEMBER 1998.

Agreement for the Amalgamation of the Police Services of the Village of Lakefield and the City of Peterborough and the constitution of a joint Police Services Board.

B E T W E E N :

THE CORPORATION OF THE VILLAGE OF LAKEFIELD

(Hereinafter referred to as The Corporation of the First Part or Lakefield)

- and -

THE CORPORATION OF THE CITY OF PETERBOROUGH

(Hereinafter referred to as The Corporation of the Second Part or Peterborough).

WHEREAS the Corporations of the First and Second Part under Section 4 of the Police Services Act, R.S.O. 1990, c.p. 15 are required to provide adequate and effective police services in accordance with the needs of their respective municipalities.

AND WHEREAS the Corporations of the First and Second Part have discharged this responsibility by establishing a police service for their respective municipalities each under the jurisdiction of their respective Police Services Board.

AND WHEREAS subsection (1) of Section 6 of the Police Services Act, R.S.O. 1990, c.p. 15, provides that two or more municipalities that have police services may enter into an agreement to amalgamate them.

AND WHEREAS subsection (1) of Section 33 of the said Act provides that two or more municipalities may enter into an agreement to constitute a joint Police Services Board.

AND WHEREAS the final report on a study of joint policing for Lakefield and Peterborough dated 27 August 1998, has been accepted by the Councils of Lakefield and Peterborough, is attached as Schedule "A" to this agreement.

NOW THEREFORE in consideration of the premises and the covenants herein the parties hereto agree as follows:

1. The parties agree the above recitals are true.

DEFINITIONS

In this Agreement:

- (i) "Annual Budget" means a budgetary estimate of the annual police costs showing the budgetary estimate for each component and the service levels and equipment and all other matters as prepared by the Chief of Police and submitted to the Board for approval.
- (ii) "Annual Financial Statement" means financial statements which represent the annual accounts and transactions of the Peterborough Lakefield Community Police Service, incurred in the same year, as prepared by the Finance Department and certified by the Treasurer of the City of Peterborough.
- (iii) "Board" means the Peterborough Lakefield Community Police Services Board.
- (iv) "Chief of Police" means the Chief of Police of the Peterborough Lakefield Community Police Service and includes an Acting Chief of Police.
- (v) "Member of the Police Service" means an employee of the Peterborough Lakefield Community Police Service.
- (vi) "Municipality" means the Corporation of the Village of Lakefield and/or the Corporation of the City of Peterborough.
- (vii) "Police Service" means the Peterborough Lakefield Community Police Service.
- (viii) "Police Officer" means a Chief of Police or any other police officer, but does not include a special constable, bylaw enforcement officer or any auxiliary member of a police service.

GENERAL PROVISIONS

ESTABLISHMENT OF BOARD

2. (a) There shall be established a Police Services Board to be known as the Peterborough Lakefield Community Police Services Board, the composition of which shall consist of the Reeve of the Village of Lakefield, or another Council Member appointed by resolution of that Council, and the Mayor of the City of Peterborough, or another Council Member appointed by resolution of that

Council, and two persons appointed by the Lieutenant Governor in Council, and one person appointed by agreement of the councils of the participating municipalities, who is neither a member of a council of a participating municipality nor an employee of a participating municipality.

- (b) It is further agreed that save and except the Council representatives, the Board composition of the remaining three members shall, as much as local control will allow, consist of :
 - (i) two provincial appointees who live and/or work in the City of Peterborough and;
 - (ii) one public appointee who lives and/or works in the City of Peterborough as appointed by the Council of the City of Peterborough.

ESTABLISHMENT OF SERVICE

- 3. (a) The existing police services in each municipality shall be amalgamated into a single police service known as the Peterborough Lakefield Community Police Service.
- (b) The current members of the Village of Lakefield Police Service and the City of Peterborough Police Service shall upon the effective date of this Agreement be transferred to and appointed to the Peterborough Lakefield Community Police Service.

ASSETS

- 4. (a) It is agreed that the assets of the current Lakefield Police Service have been fully disclosed and are listed in Schedule "B" of this Agreement.
- (b) It is agreed that upon the coming into force of this Agreement, the assets listed in Schedule "B" and all existing assets of the Peterborough Community Police Services Board and Service owned by the municipalities shall be transferred to the Corporation of the City of Peterborough IN TRUST, for the Peterborough Lakefield Community Police Service, and each municipality shall execute such documents as may be required to complete such transfer.
- (c) It is agreed that all future assets acquired after the coming into force of this Agreement shall be acquired in the same manner as Article 4(b).
- (d) The Corporation of the City of Peterborough agrees that the said assets so acquired by transfer or future acquisition will be held, IN TRUST, for the benefit and use of the Peterborough Lakefield Community Police Service and will be under the control and authority of the Peterborough Lakefield Community Police Services Board and its duly authorized agents and will only be disposed of as

directed by the said Board or its agents or as provided for in the event of the termination of this Agreement.

LIABILITIES

5. It is agreed and understood that the parties to this Agreement shall fully disclose all liabilities of its respective Police Service and Police Services Board which exist at the effective date of this Agreement. It is further agreed and understood that upon ratification of this Agreement that all assets and liabilities (save and except all normal operating costs) shall be transferred to the Peterborough Lakefield Community Police Services Board and Service.

COST AND COSTING FORMULA FOR THE OPERATION OF THE POLICE SERVICE

6. (a) The cost for the operation of the Peterborough Lakefield Community Police Service shall be borne by the Corporation of the Village of Lakefield and the Corporation of the City of Peterborough, in the manner prescribed herein.
- (b) It is agreed that for the calendar year 1998 the portion of costs for the operation of the Peterborough Lakefield Community Police Service borne by the Corporation of the Village of Lakefield shall be \$377,000.00 per annum, prorated at \$31,416.00 per month.
- (c) It is further agreed that, for the calendar year 1999 and thereafter, the costs for the operation of the Peterborough Lakefield Community Police Service shall be based on the established costing formula attached as Schedule "C" to this Agreement, and amended from time to time pursuant to this Article.
 - (i) It is agreed that the costing formula establishing the cost for the operation of the said police service shall be reviewed after the expiry of every three year period consistent with municipal enumeration throughout the existence of this Agreement.
 - (ii) At the time of such review the cost sharing allocation shall be recalculated using the formula attached as Schedule "C" at which time the most recent statistical information available shall be inserted into the formula.
 - (iii) After such review each of the parties shall pay the cost of the operation of the service as determined by the results of the recalculated formula.
 - (iv) In the event the cost sharing ratio is changed as a result of the required recalculation, the obligation of the parties to pay such changed amounts shall begin on the first day of the year of the review and the parties agree to adjust their payments to reflect such changes.

- (v) Notwithstanding the provisions of this Article, it is agreed that the parties may pay such share of the cost of operating the police service as they may otherwise agree and consent to, provided that in the absence of such consent this Article shall prevail.

FINANCIAL ADMINISTRATION

- 7. (a) The financial administration of the Peterborough Lakefield Community Police Service and the Police Services Board shall be carried out by the administration staff of the Corporation of the City of Peterborough, who shall submit to the Police Services Board and to the Councils of each of the municipalities on or before the 31st day of March in each year following the first anniversary of the effective date of this Agreement, an "Annual Financial Statement" as previously defined in this Agreement.
- (b) Upon receipt of the Annual Financial Statement, a reconciliation shall be completed. The reconciliation shall calculate the surplus/deficit resulting from the difference in the amounts paid and the amounts owing based on the Annual Financial Statement. The resulting surplus/deficit shall be adjusted in accordance with the payment schedule as outlined in Article 9 of this Agreement.
- (c) The Corporation of the City of Peterborough shall keep all records, statements of accounts, invoices and any other documents necessary to support the "Annual Financial Statement" and all such records shall be kept for a period of six years. The Corporation of the City of Peterborough, upon notice, to examine all such records and books of account and conduct a review of the Annual Financial Statement, and shall provide copies of any documents and records in its possession relating to the operation of the said Police Service or Board as may be requested by the Corporation of the Village of Lakefield, or the Board.

BUDGETING

- 8. (a) The Peterborough Lakefield Community Police Services Board shall prepare and deliver for the review and approval of the parties of the first and second parts on or before the 1st day of December, in each year, the annual budget for the following year.
- (b) The budget shall contain such documentation and information to show the amounts required pursuant to Section 39(1) of the said Police Services Act.
- (c) The Board and the municipalities shall negotiate in good faith to resolve any differences which may arise concerning the approval of the Annual Budget with a

view of resolving any differences no later than the 30th day of April in the year to which it relates, failing which the matter may be referred by the Board to the Ontario Civilian Commission on Police Services for final determination pursuant to Section 39(5) of the said Police Services Act.

- (d) Unless and until the annual budget for any year is approved by the Councils of both the parties of the first and second part, or until the budget has been determined by the Ontario Civilian Commission on Police Services pursuant to Section 39(5) of the said Police Services Act, the budget for each year shall be deemed to be the budget of the preceding year.
- (e) In the event an annual budget is not approved by March 31, in each year, and payments are made based on the deemed budget of the preceding year, each party shall pay any increased costs or be entitled to receive a credit for any reduced costs as may be reflected in the final determination of the budget.

PAYMENTS BY THE CORPORATION OF THE VILLAGE OF LAKEFIELD

- 9. (a) The Corporation of the Village of Lakefield shall make monthly installment payments to the Corporation of the City of Peterborough on the last days of each month in each year, each one being one twelfth of its share of the Annual Budget for that year, as determined by Articles 7 and 10 of this Agreement.
- (b) Notwithstanding the payment plan as stated in Article 9(a) above, the April payment in each year shall be adjusted based on the reconciliation of the previous years Annual Financial Statement.
- (c) The first payment under this Agreement shall be made upon the coming into force of this Agreement and shall be based on the first budget submitted by the Board and the next and subsequent payments shall fall due on the dates as set out above with the first thereof being adjusted to reflect the prepayment.
- (d) Interest at the prime rate charged to the Corporation of the City of Peterborough by its bank shall be paid by Corporation of the Village of Lakefield on any overdue amounts which it is obligated to pay pursuant to this Agreement.

COMMENCEMENT OF AGREEMENT

- 10. (a) This Agreement takes effect on the 1st day of January, 1999, and continues until terminated as hereinafter provided for.
- (b) This Agreement shall not come into full force and effect until the completion of the following events:

- (i) The approval of this Agreement by the Ontario Civilian Commission on Police Services as required by Section 6(3) of the said Police Services Act.
- (ii) The approval of this Agreement by Bylaw enacted by the Councils of each of the parties of the first and second part as required by Section 33(2) of the said Police Services Act and Section 101(1) of the said Municipal Act.

TERMINATION OF AGREEMENT

- 11. (a) This Agreement may be terminated at any time by mutual agreement of the parties.
- (b) The parties to this Agreement may terminate this Agreement upon two years written notice of termination to the other party.
- (c) Notice of termination must be expressed by a resolution of the Council of the party requesting such termination and shall be delivered by personally serving a certified copy of such resolution on the head of the Council of the other party, in office at the time and the Chair of the Peterborough Lakefield Community Police Services Board in office at the time and the Chair of the Ontario Civilian Commission on Police Services, in office at that time, the effective date of delivery of the notice shall be the date the last of such persons was so served.

DISPOSITION OF ASSETS

- 12. (a) In the event of the termination of this Agreement, the parties agree to negotiate in good faith all matters including the fair and equitable disposition and transfer or compensation for the assets and the sharing of liabilities of the Police Service and Board as may exist at the effective date of termination.
- (b) The parties agree that such negotiations shall be based on the current value of such assets and liabilities at the date of termination and the percentage cost of each party over the term of this Agreement.

DISPUTE RESOLUTION

- 13. The parties agree that any dispute arising out of this Agreement, not covered under the purview of the Ontario Civilian Commission on Police Services may be determined by the Ontario Municipal Board or any other mutually agreed upon dispute mechanism, and agree to be bound by the decision of such arbitration.

ENTIRE AGREEMENT

14. This Agreement and the schedules attached constitute the entire Agreement between the parties hereto, and there are no representations, warranties, collateral Agreements or conditions affecting this Agreement or the relationship of the parties or supported hereby other than as expressed herein in writing. This Agreement may only be amended in writing duly executed by the parties.

IN WITNESS WHEREOF the Corporation of the Village of Lakefield and the Corporation of the City of Peterborough have affixed their corporate seal attested by the signature of their duly authorized signing officers.

THE CORPORATION OF THE VILLAGE OF LAKEFIELD



REEVE



CLERK

THE CORPORATION OF THE CITY OF PETERBOROUGH



MAYOR



CLERK

Appendix B



City of
Peterborough

TO: Members of Committee of the Whole

FROM: Brian Horton, Senior Director of Corporate Services

MEETING DATE: March 16, 2009

SUBJECT: Report CPFPRS09-002
Peterborough Lakefield Policing Agreement

PURPOSE

A report to provide an update to Council on the amalgamation of Police Services of the Lakefield Ward of the Township of Smith-Ennismore-Lakefield and the City of Peterborough and to recommend a 2009 Police budget adjustment as per the updated cost sharing formula.

RECOMMENDATIONS

That Council approve the recommendations outlined in Report CPFPRS09-002 dated March 16, 2009, of the Senior Director of Corporate Services, as follows:

- a) That the update on the amalgamation of Police Services of the Lakefield Ward of the Township of Smith-Ennismore-Lakefield and the City of Peterborough be received.
- b) That the \$701,483 revenue from Lakefield Ward towards the 2009 Police Services Operating Budget be reduced by \$19,486 to \$681,987 and the City's 2009 General Contingency provision be decreased by \$19,486.
- c) That the \$13,860 contribution from Lakefield Ward towards the 2009 Police Services Capital Budget be decreased by \$385 to \$13,475 and that \$385 be transferred from the Capital Levy Reserve.

BUDGET AND FINANCIAL IMPLICATIONS

An adjustment is required to the 2009 Police Services Operating and Capital Budgets due to an update of the cost sharing formula. Lakefield's share of operating costs will decrease by \$19,486, which will be offset by a decrease in the 2009 General Contingency and their share of capital costs will decrease by \$385, which will be transferred from the Capital Levy Reserve. The balance in the 2009 General Contingency will be \$161,717 and balance in the Capital Levy Reserve will be \$1,673,173 after the transfers.

BACKGROUND

Introduction

This report provides information requested by the Budget Committee on November 20, 2007, and confirmed by Council December 10, 2007, which asked

That staff look at the financial implications of continuing to provide police services to the Smith-Ennismore-Lakefield community.

The report begins with a brief history of how and why the current agreement came about, the benefits and difficulties of a shared police service and an update on the cost sharing formula.

Lakefield and City Police Forces Amalgamate

During 1996, the Village of Lakefield decided to investigate options for the provision of police services to its municipality for several reasons, including the following:

- The difficulty experienced by smaller police agencies in meeting new operating standards that were being set through Provincial mandates and court precedents
- An increasing level of service demands in the community which would result in higher costs
- Increasing costs for training and technical services; and
- A desire to minimize municipal tax rate increases.

At the same time, the Peterborough Community Police Service was open to exploring the cost and operational benefits of enlarging its service delivery area. A review and consultation process was undertaken which involved the assessment of several policing options including:

- Numerous options for the provision of police services by the O.P.P.,
- Contract and amalgamation scenarios with the City of Peterborough and other neighbouring municipalities,

- Police service provision at the County level; and
- Service provision reflecting the status quo.

The ultimate decision, by the Lakefield Council and Police Services Board, to pursue the amalgamation alternative, received support in principle from both municipal Councils. A Steering Committee, comprised of representatives from the City of Peterborough and Lakefield, and two subcommittees were created to examine the option of an amalgamated service. The “Final Report on the Study of Joint Policing – City of Peterborough – Village of Lakefield” was released on August 27, 1998 and recommended that the Councils of both municipalities enter into an agreement, in accordance with Section 6 of the Police Services Act, to amalgamate their respective Police Services.

The amalgamation of the Police Services of the Village of Lakefield and the City of Peterborough was approved by City Council on October 5, 1998. The agreement for the amalgamation of the Police Services of the Village of Lakefield, and the City of Peterborough, and the forming of a joint Police Services Board, was signed on November 2, 1998 and was approved by the Ontario Civilian Commission on Police Services (OCCOPS) on December 29, 1998. A copy of the Agreement is attached to this report as Appendix A.

Lakefield and Smith-Ennismore Amalgamate

The Village of Lakefield amalgamated with the Township of Smith-Ennismore on January 1, 2001 and became the Township of Smith-Ennismore-Lakefield. Initially, the Ministry of Municipal Affairs stated that the new township would be required to have one Police Services Board as of January 1, 2003. Later, Bill 59, An Act to Amend the Police Services Act introduced the option of hybrid police services and this allowed the former Village of Lakefield to continue to be part of the amalgamated Peterborough Lakefield Community Police Services and the balance of the township to be serviced by the Ontario Provincial Police. Updates were provided to Council through Reports POL01-001 and CA01-009 on February 20, 2001 and October 1, 2001 respectively.

Council asked for a review

On November 19, 2007, during the 2008 Budget Committee discussions, some members of Council expressed concern that the City may not be recovering sufficient funds from Smith-Ennismore-Lakefield to cover the costs the Peterborough Lakefield Community Police Services incurs to provide services to the Lakefield Ward. Police Services Board member, Mary Smith attended the November 20, 2007 meeting and addressed this matter. However, at the conclusion of the discussion, the following motion was approved:

That staff look at the financial implications of continuing to provide police services to the Smith-Ennismore-Lakefield community.

Staff have assumed it was Council's intention to review the circumstances that existed at the time of the Amalgamation and provide an update regarding those circumstances now. At the time of the amalgamation, it was projected that Lakefield would save approximately \$100,000 while the City's net Police Services expenditures would decrease by \$40,000. The City of Peterborough was expected to receive additional operational benefits (some of which are discussed below) through the integration of staff and the responsibility of Lakefield for maintaining the Lakefield detachment building.

Benefits of a Shared Police Service

Citizens and business owners of the Lakefield Ward of the Township of Smith-Ennismore-Lakefield have expressed a preference for having a municipal policing service in their community. Such an option provides a high degree of police visibility and prompt response times. Lakefield residents have the convenience of being able to attend their local office to report incidents, apply for criminal record checks and to make general enquiries. They recognize that the cost of policing per household in Lakefield is higher than within the City of Peterborough, and higher than it would be if they were policed by the Ontario Provincial Police, and are willing to pay a premium for the service that is provided.

The benefit of the amalgamation to City of Peterborough taxpayers is a contribution of almost \$0.7 million from the Lakefield Ward creating a lower per household cost than would otherwise be required.

There are a number of shared benefits that citizens from both municipalities benefit from. While not an exhaustive list, the following shared benefits have been identified:

- Operating resources are used effectively to satisfy the needs of the communities served through the pooling of assets
- Major incidents investigation can be supported by a larger assemblage of shared resources
- A decrease in total costs is achieved through a reduction of operational duplication
- Investigations, that span both municipal jurisdictions, are combined
- Common, centralized training reduces overall costs and increases development accessibility; and
- The number of Police Services Board members has been reduced from ten to five, which has resulted in cost savings.

While these benefits were recognized when the joint police service was established in 1998, they are still benefits today. Due to increases in the complexity and costs of operating police services in the past ten years, the value of those benefits have actually increased. The year 2009 is the 10th Anniversary of the Peterborough Lakefield Community Police Services and Police Chief Murray Rodd and Deputy Chief Ken Jackman see this still as a win/win situation. The Lakefield Ward receives the Policing protection they need and desire and pays the City of Peterborough for those

incremental costs as well as a share of the administration or fixed costs required to provide that protection.

Difficulties Involved in Operation of Shared Police Service

There have been some administrative difficulties involved in the operation of the shared police services. As Lakefield is now a ward of the larger amalgamated municipality of Smith-Ennismore-Lakefield, it has been challenging to obtain the data necessary to calculate updated cost sharing percentages. Concerns have also been raised by members of City Council about whether the revenue received from the Ward of Lakefield is commensurate with the value of services that Lakefield is receiving. With the percentage of Police Services Board membership from Lakefield equal to 20%, compared to the approximate 4% of the police services budget that is funded from Lakefield, some members of City Council have expressed concern that there is an inequity in Board influence between the two municipal jurisdictions.

Present Agreement and Termination Provisions

The current arrangement between the City of Peterborough and Lakefield Ward is not a provision of services; it reflects an amalgamation of the two police services. The amalgamation proposal was submitted jointly to, and approved by, OCCOPS.

The current agreement for the provision of police services contains information on how the agreement may be terminated in Section 11. If City Council wished to terminate its agreement with Smith-Ennismore-Lakefield, a de-amalgamation of the existing police services would be required which would need to be approved by OCCOPS. There would be some complications to be worked out in a de-amalgamation only one of which would be how to dispose of the capital assets such as vehicles and communication equipment that are currently jointly owned.

Cost Sharing Formula

The cost sharing formula in the current police services agreement is an average of the relative population, number of households, total municipal assessment and individual budgets (at the time of the amalgamation). Smith-Ennismore-Lakefield, and City staff have struggled to obtain the necessary information to calculate the percentages noted above which led to the cost sharing percentages remaining unchanged for the 2008 and 2009 budgets. Using the most up to date information that is now available, the 2009 cost sharing percentage is calculated as 3.85% compared to 3.96% for the years 2005, 2006 and 2007. The cost percentage is calculated according to Chart 1.

Chart 1
Peterborough Lakefield Community Police Services
Cost Sharing Formula for the years 2009-2011

	Population	Households	Assessment	1998 Budget (fixed)	Average of Four Factors
Peterborough	96.65%	96.66%	96.17%	95.13%	96.15%
Lakefield Ward	3.35%	3.34%	3.83%	4.87%	3.85%
Total	100.00%	100.00%	100.00%	100.00%	100.00%

One of the reasons for the slight decrease in Lakefield Ward's share is likely the annexation of lands from Smith-Ennismore-Lakefield as of January 1, 2008. While this results in a slightly higher cost to the City of Peterborough for policing services, overall it is an increase in assessment for the City.

The cost sharing formula is recalculated every three years. Given that the necessary information has just been made available, the new cost sharing percentage will be in place for 2009, 2010 and 2011. The percentage will be recalculated for the 2012 budget. As the 2009 budgeted share of costs for Lakefield was calculated based on the previous year's percentage (3.96%), the 2009 operating revenue of \$701,483 from Lakefield would decrease by \$19,486 to \$681,987 and the 2009 Capital contribution of \$13,860 would decrease by \$385 to \$13,475. The additional funds would be transferred from the 2009 General Contingency and 2009 Capital Levy respectively.

Submitted by,

Brian Horton
Senior Director of Corporate Services

Contact Name:
Sandra Clancy
Phone: (705) 742-7777 x 1862
Fax: (705) 748-8839
E-Mail – sclancy@peterborough.ca

Attachment:
Appendix A– Agreement for the Amalgamation of the Police Services of the Village of Lakefield and the City of Peterborough

Appendix D

Letter dated January 30, 2012 to
Smith-Ennismore-Lakefield



City of Peterborough

500 George Street North, Peterborough Ontario, K9H 3R9

City Clerk's Office,
Phone: 705-742-7777 Ext. 1820
855-738-3755
Fax: 705-742-4138
E-mail : clerk@peterborough.ca
Website: www.peterborough.ca

January 30, 2012

Council of the Township of Smith-Ennismore-Lakefield
1310 Centre Line
PO Box 270
Bridgenorth, ON
K0L 1H0

Delivered by Fax and Email

Dear Reeve Smith and Council Members:

**SUBJECT: Peterborough Lakefield Policing Agreement – Request for
Amendment**

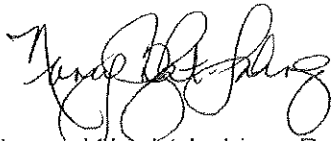
The following resolution, adopted by City Council at its meeting held on January 30, 2012, is forwarded for your information. Thank you.

That Council approve the recommendation outlined in Report CPFS12-003 dated January 23, 2012 of the Director of Corporate Services, as follows:

- a) That Report CPFS12-003, presenting options to amend or terminate the existing Peterborough Lakefield Policing Agreement, be received for information.
- b) That a letter be sent to the Township of Smith-Ennismore-Lakefield requesting that the Peterborough Lakefield Policing Agreement be amended so that rather than the Township appointing a member of its Council to the five-member Police Services Board, the City of Peterborough appoint a second City Council member to the Board in recognition of the fact that the City funds approximately 96 percent of the net policing costs.

For your information I have enclosed a copy of Report CPFS12-003.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Nancy Wright-Laking', written in a cursive style.

Nancy Wright-Laking, B.A, C.M.O., CMMIII
City Clerk

Encl.

Appendix E

An In-depth Comparison of the Peterborough
Lakefield Community Police Service to Other
Municipal Police Services in Ontario



City of
Peterborough

Memorandum

TO: Mayor Bennett

FROM: Sandra Clancy, Director of Corporate Services

DATE: April 4, 2012

SUBJECT: A Review of "An In-Depth Comparison of the Peterborough Lakefield Community Police Service to Other Municipal Police Services in Ontario" dated November 3, 2011

The following comments are provided at the request of the Mayor to review the document entitled '*An In-Depth Comparison of the Peterborough Lakefield Community Police Service To Other Municipal Police Services in Ontario*' (referred to as the 'Document') dated November 3, 2011, that was distributed at the end of the public meeting of the Police Services Board held on December 5, 2011. They are the result of the collaborative work of Richard Freymond, Manager of Financial Services and Darren Hancock, the City's Chief Accountant; the staff who prepare the Financial Information Return (FIR) and Performance Measures for submission to the Province on behalf of the City.

Overview

Comments are provided on ten different points for consideration in this review. For Points 1-7, references to the specific page numbers and titles of the relevant sections are indicated from the Document. Points 8-10 are additional comments that speak to related issues, but are not specifically addressed in the Document. The City's observations are possible due to the in-depth knowledge City staff have of the FIR, the Performance Measures and other similar types of reports.

The following is a list of the points reviewed and the key observation made by City staff:

1. **Municipal Comparators** – Other comparators are provided to consider.
2. **Increase in Roadways** – Refinements in methods of data collection over the past few years account for most of the increase, not City growth.
3. **Putting Things Into perspective in Terms of the Budget** – Comparing the Police budget request is not directly comparable to the Financial Information Return the City submits to the Province. The revised numbers are provided.
4. **Cost per Capita Comparisons to our Comparators** – As Peterborough is an amalgamated Police Service, the per capita information assumes the costs attributed to Lakefield are equal to the revenue they pay Peterborough whereas it has been said that this is not exactly true.
5. **National and Provincial and Municipal Cost Per Capita Comparisons** – There are a number of factors that make drawing specific conclusions based upon data representing regions outside of Peterborough difficult. Those factors are listed.
6. **Salaries and Benefits as a % of the Overall Budget** – The Assertion made assumes Council approves one funding envelope for Operating and Capital, whereas that is not reflective of the budget process.
7. **Clearance Rates vs. Budget, Cop to Pop and Crime Severity Indexes** – As the majority of the report uses four other specific comparators, a chart is provided that shows that. In 2010, Peterborough had the highest clearance rate of its comparator group.
8. **Trend in Policing Costs** – In terms of cost, Peterborough is not following the same trend of other municipal police services.
9. **Citizens of Peterborough – Ability to Pay** – Of the comparator group, Peterborough has the lowest average household income.
10. **Land Area and Density** – Closely related to Point #2, when it comes to population density, Peterborough has the 2nd highest population density of the key comparator group, which may assist in keeping costs low.

Although the City review changes some of the numbers, many of the points of the comparisons remain the same. Additional information is also provided that City staff believe is relevant. The Document presents the message that Peterborough's policing costs are low and 'we are not even the average'.

Assuming the service is efficient and effective and the level of service being provided within our own community is meeting the needs of the community, keeping costs low is a goal for most municipal services and those that are higher are usually trying to improve to lower their costs, not trying to spend more.

In performing the review, Finance staff used two additional sources of information:

- i. Police Resources in Canada – 2011 as published by Statistics Canada – Catalogue no. 85-225-X
- ii. Municipal Study - 2011 as published by BMA Management Consulting Inc.

The following pages include the detailed observations of each point.

1. Municipal Comparators - Pg 3

The Police Services Board uses the following factors when determining their municipal comparators:

- Population
- Presence of institutions of post secondary education
- Proximity to Greater Toronto Area
- Proximity to 401 corridor and highway #7
- City serves as an urban hub or a greater geographic region
- City is in close proximity to 'cottage country'

Key comparators are identified as Brantford, Guelph, Sarnia and Sault Ste Marie. All municipalities, including Peterborough, are single-tier municipalities with the exception of Sarnia which is a lower-tier municipality.

The comparators used appear consistent with *Police Resources in Canada - 2011, Table 9-6* (pg 31) attached as Appendix B.

Other municipal police services of comparable size to Guelph are Chatham-Kent (single-tier with a population of 109,048) and Kingston (single-tier with a population of 125,354). Although Belleville and North Bay (both single-tier municipalities) are in the 50,000 to 99,999 population category they are on the small side at a population of 50,524 and 58,804 respectively.

2. Increase in Roadways – Pg 4

Assertion:

Over a period of 6 years, the amount of roadways has increased 13.45% with 113 additional km's to police.

Observation:

The figure of 840 km reported in 2005 was based on an estimate provided by Public Works. In 2006, a figure of 924 km's was reported by the City and was based on information provided by the Land Information Services Division through their GIS database. Annexations took place in 1998 and again in 2008. In 2008, a figure of 950 Km's was reported to the Province. In 2010, the figure had increased to 953 Km's and is a result of minor corrections and refinements in data collected.

To imply that the increase of 113 km's over the 6 year period attributed solely to growth is incorrect. No annexations occurred in the years of 2005-2006. LIS has confirmed through analysis of their data, that the approximate lane km's that would have existed in the City in 2005 was 911 lane km's; considerably more than the estimate of 840 originally reported in 2005.

A more accurate assessment of the increase based on growth is 42 lane km's (953 less 911) or 21 km's of roadways. Expressed a percentage becomes 4.6%.

3. Putting Things Into perspective in Terms of the Budget – pg 5

Assertion:

In terms of budget dollars provided, Peterborough lags far behind their municipal comparators when it comes to budget dollars.

Observation:

The first 3 columns on page 5 are taken from the Financial Information Return (FIR). Column 4 and 5 (2011 and 2012 Budgets) are the budget from the Police Board. Comparing the expenditures based on the FIR submitted annually to the Province to the Budget submitted by the Police Services Board to the City is like comparing apples to oranges. The document speaks to this anomaly, when it makes the statement "... we know additional items will be added to this initial amount..." however, the additional items are too significant for the comparison to be meaningful.

Columns 4 and 5 were determined as follows:

Ref	Policing Costs - Budget Submitted to the City	2011	2012
1	Gross cost - Police Services	20,488,653	22,331,020
2	Police Board	179,161	183,175
3	Less: Lakefield share	- 757,538	- 828,984
4	Less: Other Police revenues	- 969,693	- 982,153
5	Subtotal - Police Service Bd - Operating	18,940,583	20,703,058
6	TCA - Capital	357,500	424,100
7		19,298,083	21,127,158
8	Per document	19,298,017	21,127,215
9	Difference - should be nil	66	- 57

However, when the FIR is prepared, the following chart itemizes the various expenses that would be added to the Budget. Line 16 – Total Costs would replace \$19,298,017 and \$21,127,215 respectively:

Ref	Policing Costs per FIR (based on Budget):	2011	2012
1	Gross cost - Police Services	20,488,653	22,331,020
2	Police Board	179,161	183,175
3	Less: Lakefield share	- 757,538	- 828,984
4	Subtotal - Police Services Board	19,910,276	21,685,211
5	Police Station maintenance	312,665	318,665
6	Police - noise Control	25,000	25,000
7	Police - Radios	30,000	30,000
8	Little Lake Music Fest (Expense categorized as 'Other Cultural' in FIR)		
9	Employee Future Benefits	312,000	325,000
10	Program Support - pro-rated share	775,000	800,000
11	Subtotal - Operating costs	21,364,941	23,183,876
12			
13	Interest ONLY - on Long Term Debt	227,793	202,564
14	Amortization - estimate	325,000	350,000
15			
16	Total Costs	21,917,734	23,736,440

For 2012, the understatement is \$2.6 million (\$23,736,440 less \$21,127,215).

The comparisons of the 2011 Budget to Sarnia's in 2009 and the 2012 Budget to Sault Ste Marie in 2008 are not true.

4. Cost Per Capita Comparisons to our Comparators – Pg 6

Assertion:

On a Cost per capita basis, Peterborough lags far behind their municipal comparators.

Observation:

When the FIR is submitted to the Province for Peterborough Lakefield, the costs are split so that Peterborough shows their costs and Lakefield shows their own. To do this, it is assumed that the costs attributed to Lakefield are equal to the revenue they pay Peterborough. That is probably not the case. In other words, if Lakefield were no longer amalgamated with Peterborough, Peterborough's costs would probably not drop by exactly the same amount as the revenue received from Lakefield because of the cost advantage of providing some fixed and administrative costs to a shared service. Removing the Lakefield share would invariably increase the per capita costs. Without knowing how much it would increase, the situation provided in the Document is the best case scenario. The worst-case scenario (remove revenues but costs remain status quo) would change the per capita information as follows:

Year C1	Cost C2	Revenue from SEL C3	Population City C4	Cost per Capita Quoted (Costs Net of SEL Revenues) C5 (C2-C3)/C4	Cost per Capita (Assume full cost, but no Revenue from SEL) C6 C2/C4
2008 ⁽¹⁾	\$ 18,973,643	\$ 678,524	76,000	\$ 240.73	\$ 249.65
2009	\$ 19,329,028	\$ 690,882	76,000	\$ 245.24	\$ 254.33
2010	\$ 20,506,955	\$ 714,932	76,000	\$ 260.42	\$ 269.83
(1) Cost does not include Amortization or Interest on Long Term Debt as the information was not required for the 2008 reporting year.					

For 2010, of the five municipal comparators, Peterborough would rank 4th, with Guelph being 5th at a per capita cost of \$265.25.

5. National and Provincial and Municipal Cost Per Capita Comparisons – Pg's 7-10

Assertion:

On a cost per capita basis, Peterborough is below the National, Provincial, as well as their municipal comparators. The Document lists the Operating Cost per Capita and specifies where Peterborough is in relation to the Ontario average. Eg. 2010 – The average of the per capita information reported to date was \$310.13 vs. Peterborough at \$260.42.

Observation:

Drawing specific conclusions based upon data representing regions outside of Peterborough is difficult at best, even within our comparator group. The Document entitled Municipal Study – 2011 as prepared by BMA Management Consulting Inc. page 90 (See attached Appendix C) lists some of the factors that make such comparisons difficult. They are:

- Geographic mix (urban/rural mix)
- One-time special events
- Proximity and quantity of higher risk facilities (e.g. correctional, mental health facilities)
- Service levels
- Incident of more complex crimes
- Specialized services (e.g. Emergency Task Force, Emergency Measures, marine Unit, etc.)
- Accounting and reporting practices

6. Salaries and Benefits as a % of the Overall Budget – Pg 12 - 13

At the bottom of page 12 the document, the following statement is made:

Of our comparators, Peterborough has the least amount of money remaining in its budget to spend on capital and operational items.

Assertion:

That the City approves one budget dollar amount that is given to the Police Services Board and represents funding for both Operating and Capital.

Observation:

The comparator data presented on pages 12 – 13 is in reference to Schedule 91 of the Financial Information Return (FIR). The source data for the expenses listed on Schedule 91 is Schedule 40 of the FIR – Operating expenses. The only component of capital included in the schedule is an expense for the amortization of tangible capital assets. The acquisition of capital assets, which is synonymous with the Capital Budget, is recorded on a different schedule. Therefore, the term 'Overall Spending' is not in reference to Operating and the acquisition of capital assets, which is being implied, but rather a reference to Operating costs only.

The statement is also not representative of how the City's budget approval process works. Although closely related, the City's Budget Committee typically considers Operating and Capital Budgets separately. As with any local board, the City does not approve a total funding envelope that combines both Operating and Capital together.

7. Clearance Rates vs. Budget, Cop to Pop and Crime Severity Indexes – Pgs 20-21

Assertion:

That clearance rates, budgets, ratios of officers to population and crime severity are interrelated.

Observation:

No doubt, at some level there is a relationship where one or more of the factors impact the other.

However, some perspective from Stats Canada *Resources in Canada – 2011* (Appendix B), is appropriate.

Clearance rates continue to increase (pg 11)

Clearance rates are one measure of police performance. A criminal incident is said to be cleared when a police investigation leads to the identification of an accused person against whom charges can be laid or recommended by police. Incidents can be cleared by the laying of a charge or by other means (e.g., through extrajudicial measures). The clearance rate represents the proportion of all crimes that were successfully cleared.

*Factors beyond police performance itself can impact a police service's clearance rate. For instance, minor thefts and mischief are crimes that are more numerous and more difficult to solve than serious, violent crimes; thus, a police service with a higher number of these less serious crimes may have a lower clearance rate. For this reason, the **weighted** clearance rate was developed to provide a more meaningful picture of crime solved by police services.*

Using concepts similar to the Crime Severity Index, the weighted clearance rate assigns values to crimes according to their seriousness with more serious crimes being given a higher statistical weight.⁶ However, comparisons between police services on the basis of weighted clearance rates should be made with caution, due to various factors such as internal policies and procedures, resources and reporting technologies.

In its seventh consecutive annual increase, Canada's weighted clearance rate rose by 2% in 2010 (the most recent year for which data are available), reaching 39%. Among police services operating in areas with populations of 100,000 or more, the highest weighted clearance rates were reported by Durham (48%), Guelph (47%), Codiac (47%), London (47%) and York (47%).

6. Criminal incidents can either be cleared by charge or cleared otherwise (for example, through extrajudicial means in instances where a charge could otherwise be laid). The weighted clearance rate is based on the same principle used to create the police-reported Crime Severity Index, whereby more serious offences are assigned a higher weight than less serious offences. Applying this concept to clearance rates means that, for example, the clearance of a homicide, robbery or break and enter receives a higher weight than the clearance of less serious offences such as minor theft, mischief and disturbing the peace.

On the issue of Clearance Rates listed on Pgs 20-21, the comparison is shifted to the 'Top 20' in the Province vs. Peterborough's 4 main municipal comparators.

This approach seems to contradict the opening statements in the Document that speak to the uniqueness of each municipality and the fact that '*we compare ONLY to other municipal police services in Ontario*'.

The following chart compares the Clearance Rates based on our 4 closet comparators and should result in a more meaningful comparison.

As can be seen, Peterborough has the highest clearance rates in the group in 2010.

City	2010 Clearance Rates	2010 Ratio - Cop to Pop Per 100,000	Crime Severity Index	2009 Clearance Rates	2009 Cop to Pop Per 100,000	Crime Severity Index
C1					C4	
Ptbo	48.8	159.9	84.0	42.7	153.5	79.6
Guelph	46.8	153.1	50.4	40.2	155.2	59.2
Sarnia	41.9	149.1	78.4	42.6	151.8	86.0
Sault St Marie	41.2	179.3	87.7	43.2	177.4	85.9
Brantford	40.3	162.3	106.4	39.6	165.8	114.2
		160.0			160.4	

Additional Comments:

8. Trend in Policing Costs

In speaking to generalities, the report, *Police Resources in Canada – 2011* (Appendix B) provides some interesting perspective:

Rate of police strength declines slightly in 2011 (Pg 5)

There were 69,438 active police officers in Canada on May 15, 2011, a slight increase of 188 officers from 2010.

However, expressed as a rate per 100,000 population, police strength actually decreased 1% in 2011 (Table 1). Despite the slight decrease recorded in 2011, police strength in Canada has generally grown over the past decade. In 2001, Canada recorded 184 police officers for every 100,000 people. By 2011, this rate had increased by 9%.

The increase in police strength over the past 10 years has coincided with a decline in police-reported crime (Chart 1). In 2010 (the latest year of available data), both the volume and severity of police-reported crime were below the levels seen a decade earlier. At 6,145 incidents per 100,000 population, the 2010 crime rate was 19% lower than in 2000. Meanwhile, the Crime Severity Index (CSI) was at 82.7 in 2010, 23% lower than a decade before (Brennan and Dauvergne 2011). The number of Criminal Code (excluding traffic) incidents per police officer has also shown a general decline since peaking in 1991.

Ottawa records largest decrease in police strength among CMAs (pg9)

Similar to the modest declines in police strength recorded by most provinces and territories, police strength in many census metropolitan areas (CMAs)⁴ decreased slightly in 2011. Decreases were limited to declines of 3% or less, with the exception of Ottawa (-4%). A handful of CMAs recorded no change at all to their police strength, and several others reported small increases. No CMA recorded an increase of more than 2%.

4. A census metropolitan area (CMA) consists of one or more neighbouring municipalities situated around a major urban core. A CMA must have a total population of at least 100,000 of which 50,000 or more live in the urban core. To be included in the CMA, other adjacent municipalities must have a high degree of integration with the central urban core, as measured by commuting flows derived from census data. A CMA typically comprises more than one police service.

Peterborough's CMA is defined as follows (Pg 49):

Peterborough

Cavan/Millbrook/North Monaghan (OPP Municipal)

Douro-Drummond (OPP Municipal)

Otonabee/South Monaghan (OPP Municipal)

Peterborough and Lakefield Village

Peterborough County

Smith/Ennismore (OPP Municipal)

Growth in expenditures slows in 2010 (pg 12)

Police service operating expenditures totalled about \$12.6 billion in 2010. While total spending continued to grow in 2010 (up 3%), the increase was smaller than in recent years. After adjusting for inflation, police expenditures rose by 1% in 2010, compared to increases ranging from 3% to 7% recorded since 2000 (Table 7).⁸ Nevertheless, 2010 represented the 14th consecutive year of growth in constant-dollar spending on policing.

Most police service expenditures in 2010 went towards salaries and benefits, with 79% of all dollars spent going towards these categories. Since 2009, expenditures on salaries and benefits increased by 5%, while a decrease of 4% was recorded in other operating expenditures.

All provinces saw increases in spending in 2010, with Alberta reporting the largest (up 12%). This growth was the result of increased spending by many of the province's municipal police services, as well as the Royal Canadian Mounted Police. Quebec recorded the smallest increase in expenditures among the provinces, with 3% growth in 2010 (Table 8).

Total Municipal Expenditures on Policing in Ontario: was \$3,253,037 (thousands) in 2009 (*Police Resources in Canada – 2009*) and \$3,402,287 (thousands) in 2010 (*Police Resources in Canada – 2010*). This equates to an average increase of 4.6% in Municipal Police expenditures. Peterborough's increase in Police spending based on the FIR data was 6.2% higher in 2010 than 2009 and on target for 10.7% increase in 2011.

Overall Peterborough Police Spending			
Year	FIR Data	\$ Increase	% Increase
C1	C2	C3	C4
2011	21,917,734	2,125,711	10.7%
2010	19,792,023	1,153,877	6.2%
2009	18,638,146		

9. Citizens of Peterborough - Ability to Pay

a) Average Household Income

In 2011, the City participated in a municipal study as prepared by BMA Management Consulting Inc. page 23 (Appendix C) that looks at a number of factors relevant to municipalities. One such factor is Average Household Income. The following chart provides a summary of the comparator group.

Municipality	2011 Est. Avg. Household Income
Peterborough	\$64,882
Sault Ste. Marie	\$67,384
Brantford	\$70,911
Sarnia	\$79,768
Guelph	\$84,666

Of the comparator group, Peterborough has the lowest estimated average household income.

b) Shift in Tax Burden from Residential Property Owners

Tax ratios are used by municipalities to shift the burden of taxation from residential to non-residential properties. Although Peterborough is able to shift some of the tax burden, its ability to do so, is the least of the comparator group. The following chart is an excerpt from Municipal Study – 2011 as prepared by BMA Management Consulting Inc. page 40 (Appendix C).

Municipality	Residential Unweighted Assessment	Residential Weighted Assessment	Change % Unweighted to Weighted
Brantford	222	342	-20.9%
Guelph	165	448	-19.3%
Sault Ste. Marie	72	1343	-19.0%
Sarnia	58	1347	-15.8%
Peterborough	87	1432	-15.0%

10. Land Area and Density

Closely related to Factor # 2, Increase in Roadways, is the Land Area and Population Density of the comparator group. The following chart is an excerpt from the Municipal Study – 2011 as prepared by BMA Management Consulting Inc. page 26 (Appendix C).

Municipality	Land Area (Square Km)	2010 Population Density / Sq. Km
Sault Ste. Marie	222	342
Sarnia	165	448
Brantford	72	1343
Peterborough	58	1347
Guelph	87	1432

Of the comparator group, Peterborough has the 2nd highest population density.

Attachments:

Appendix A – An In-Depth Comparison of the Peterborough Lakefield Community Police Service to Other Municipal Police Services in Ontario

Appendix B – Excerpts from:

- Stats Canada - Police Resources in Canada – 2011

Appendix C – Excerpts from:

- BMA Management Consulting Inc. - Municipal Study – 2011

APPENDIX A



**An In-Depth Comparison of the
Peterborough Lakefield Community
Police Service
To Other Municipal Police Services in
Ontario**

Introduction

The bulk of the information contained in this report was obtained from either Stats Canada or the Financial Information Return (FIR) which is filed with the Ministry of Municipal Affairs and Housing each year by each municipality in Ontario.

We are a municipal police service; we compare ONLY to other municipal police services in Ontario. In most cases, only figures for other municipal police services are shown; however, for some overall provincial and national figures, the OPP, RCMP and First Nations police services are included. This is noted in the chart.

All supporting paperwork can be provided if necessary.

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By: Niquel Pritchard Pataki,
Administrative Assistant to the Board

What Makes Peterborough Unique?

Each municipality is unique. Peterborough Lakefield is perhaps one of the most unique when compared to municipalities of a similar size for a variety of reasons. Here are some things that make us unique.

- ✦ Peterborough is home to both a university and a college
 - ✦ Trent University – enrolment of approximately 7,930 part and full time students in 2010 (Source: Association of Universities and Colleges in Canada http://www.aucc.ca/can_uni/our_universities/trent_e.html)
 - ✦ Fleming College – enrolment of 4,500 students in September of 2010 (Source: Fleming College – Peterborough's Sutherland campus)
 - ✦ Together, this figure represented approximately 12,430 students enrolled in either part or full time post secondary studies in 2010.
- ✦ We are located just 90 minutes northeast from the Greater Toronto Area (GTA)
- ✦ We are just north of the 401 corridor and we are located on highway #7, another important transportation route in Eastern and Southern Ontario
- ✦ The City of Peterborough serves as an urban hub for the Greater Peterborough Area (GPA), which has a total population of 140,000 people according to the Greater Peterborough Area Economic Development Corporation (GPAEDC) (Source: <http://www.gpaedc.on.ca/community.php>)
- ✦ The population of both the City of Peterborough and Ward of Lakefield increases drastically in the summer months due to our close proximity to "cottage country". The GPAEDC estimates there are an additional 30,000 people in the Greater Peterborough Area during the summer months.

Of our Municipal Police Service Comparators:

- ✦ **Brantford** does not have a college or university
- ✦ **Guelph** has the University of Guelph – enrolment of approximately 19,000 (Source: http://www.aucc.ca/can_uni/our_universities/guelph_e.html)
- ✦ **Sarnia** has Lambton College – enrolment of approximately 3,300 in 2010 (Source: http://www.lambton.on.ca/display_news.aspx?id=16881)
- ✦ **Sault Ste Marie** has both a college and university:
 - ✦ Sault College of Applied Arts and Technology – enrolment of 4,100 full, part and apprentice students 2010 (Source: [http://www.saultcollege.ca/Services/Communications/News/ArchivedNews/\(2010-09-24\)%20Enrolment%20Continues%20to%20Rise.pdf](http://www.saultcollege.ca/Services/Communications/News/ArchivedNews/(2010-09-24)%20Enrolment%20Continues%20to%20Rise.pdf))
 - ✦ Algoma University – enrolment of 1,230 in 2010 (Source: http://www.aucc.ca/can_uni/our_universities/algoma_e.html)

Source of the colleges and universities:

<http://www.tcu.gov.on.ca/eng/postsecondary/schoolsprogramms>

When it comes to our municipal police comparators, Peterborough is second only to Guelph in terms of the number of students enrolled in a post secondary institution within the municipality.

Noteworthy Items

Increase in Roadways

According to schedule 91 and 92 of the FIR (Financial Information Return – Filed with the Ministry of Municipal Affairs and Housing), our paved roadways in Peterborough have increased as follows:

Year	Total # of Paved Lane Kilometres as Reported in the FIR
2005	840 (As per Schedule 91 & 92)
2010	953 (As per Schedule 91)
Increase from 2005 to 2010	13.45% with 113 additional kilometres to police over the past six years

This part of the FIR reporting has only been available since 2005. This is an increase of 113 kilometres over the past 6 years for our officers to patrol and enforce.

Increase in Households

The following information came from page 1 of the FIR.

City of Peterborough	Municipal Data 2005	Municipal Data 2006	Municipal Data 2007	Municipal Data 2008	Municipal Data 2009	Municipal Data 2010	Difference 2005 - 2010
Households	31,600	32,323	32,823	33,688	33,688	34,127	+2,527
Population	76,000	76,000	76,000	76,000	76,000	76,000	0

From 2005 to 2010:

- There has been an increase of 2,527 households in the City of Peterborough
- This results in a 7.996% increase in the number of households over the past 6 years

The Past vs. Today

The Traffic Unit

- Over the past decade, our traffic unit has remained constant at 6 members in total - 1 Sergeant and 5 Constables. Today, we have 953 kilometres of roadway to patrol in Peterborough alone.
- In 1978, our traffic unit had a total complement of 11 - 1 Staff Sergeant; 1 Sergeant and 9 constables. Although a figure could not be obtained for the number of paved roadway kilometres in Peterborough in 1978, we know it was significantly less than today's figure of 953 kilometres.

The Identification Unit

- As of 2011, our Identification Unit has 3 officers. In 1978, 33 years ago, we had a Sergeant plus 3 officers, bringing the total to 4 members in that unit.

Inspectors

- In 2011, we have 3 Inspectors. To further compare, in 1986, 25 years ago, we had 4. They were comprised of a Staff Inspector, Senior Inspector and 2 additional Inspectors.
- In 2009 and 2010, Sarnia also had 3, Sault Ste Marie had 4, Guelph and Brantford had 5. This information was obtained from their 2009 or 2010 Annual Reports, which are posted on each of their web sites.

Overall Budget Comparisons

Putting Things Into Perspective in Terms of the Budget

All information came from the Ministry of Municipal Affairs and Housing's Municipal Performance Measurement Program and their **Financial Information Return. (FIR)** The figures below do not necessarily reflect the budget passed by the Police Services Board, rather all costs that are associated with policing as reported by the municipality to the Ministry.

To note, only the Operating Costs were reported in the FIR for 2008.

	2008 Spending <u>Operating Costs Only</u>		2009 Overall Police Spending		2010 Overall Police Spending	2011 Budget	Proposed 2012 Budget
Guelph	\$29,879,487	Guelph	\$31,822,038	Guelph	\$32,626,281		
Brantford	\$24,836,730	Brantford	\$25,067,711	Brantford	\$26,377,162		
Sault		Sault		Sault			
Ste Marie	\$21,203,019	Ste Marie	\$23,428,733	Ste Marie	\$24,379,810		
Ptbro	\$18,295,119	Sarnia	\$19,095,255	Sarnia	\$19,839,831		
Sarnia	\$18,131,714	Ptbro	\$18,638,146	Ptbro	\$19,792,023	\$19,298,017	\$21,127,215

2011 Budget:

The budget request we submitted to City Hall for 2011 was:

\$19,276,638 and the Board honorariums were put back in (\$21,379), which should bring the total to:

\$19,298,017

This figure is approximately \$200,000 more than Sarnia's police spending 2 years ago in 2009. It is not nearly as much as our other comparators.

This figure translates to \$253.92 per capita. This is based on the population remaining the same at 76,000. However, we know additional items will be added to this initial amount such the building expenses, Noise Patrol, Little Lake Music Festival etc., as they are a cost of policing, even though some of these items are paid duties which are requested by City Hall. That being said, this will not be the final amount showing when the FIR is submitted for 2011 to the Ministry of Municipal Affairs and Housing.

2012 Budget Request:

The budget request that we have submitted to City Hall for 2012 is:

\$21,127,215

This puts us on par with Sault Ste Marie 4 years ago, in 2008.

This figure translates to \$277.99 per capita based on the population rate staying at 76,000. However, we know additional costs will be added to the bottom line by City Hall. We also anticipate the population number will increase once the census is released in February 2012.

Cost Per Capita Comparisons to our Comparators

The cost per capita information came from the Ministry of Municipal Affairs and Housing's Municipal Performance Measurement Program and their Financial Information Return. (FIR). The first three charts are based on our comparators only. Please note that 2008 FIR data only included Operating Costs, NO other costs or Capital. This would attribute to the higher cost per capita average in 2009.

Comparators based on 2008 Data:

Municipality	Cost per Capita based on the FIR (Operating Costs Only – No Capital)
Sault Ste Marie	\$281.96
Brantford	\$269.04
Sarnia	\$253.87
Guelph	\$251.09
Peterborough	\$240.73
The Average of our four main comparators: \$263.99 (Excluding Ptbo)	

Comparators based on 2009 Data:



Municipality	Cost per Capita based on the FIR (Cost per Capita includes Operating & Capital Costs)
Sault Ste Marie	\$311.14
Brantford	\$268.39
Sarnia	\$267.37
Guelph	\$264.30
Peterborough	\$245.24
The Average of our four main comparators: \$277.80 (Excluding Ptbo)	

Comparators based on 2010 Data:

Municipality	Cost per Capita based on the FIR (Cost per Capita includes Operating & Capital Costs)
Sault Ste Marie	\$323.34
Brantford	\$279.14
Sarnia	\$277.79
Guelph	\$265.25
Peterborough	\$260.42
The Average of our four main comparators: \$286.38 (Excluding Ptbro)	

National and Provincial Cost Per Capita Comparisons

The National and Provincial Cost Per Capita figures come from Stats Canada's report, Policing Resources in Canada 2010. The Peterborough Cost per Capita comes from the FIR report. The Ontario figure is representative of all police services in Ontario

Year	National Cost Per Capita	Ontario Cost Per Capita (All Police Services)	Peterborough Cost per Capita
2000	\$222	N/A	N/A
2001	\$234		
2002	\$250		
2003	\$263		
2004	\$274		
2005	\$288		
2006	\$303		
2007	\$320	\$299.75	\$229.77*
2008	\$344		\$240.73*
2009	\$365		\$245.24**
2010	N/A	N/A	\$260.42**

*Operating costs only based on the FIR submitted to the Ministry of Municipal Affairs and Housing

**Total policing expenses based on the FIR

Based on the information above, in 2010 the cost per capita for policing in Peterborough was comparable with the national cost per capita in 2003.

Cost Per Capita Comparison with All Municipal Police Forces in Ontario

For the following three charts, all municipal police forces in Ontario are shown, with the exception of:

2008:

- LaSalle did not include policing or fire information in their FIR return for 2008.
- Lakefield is blended with S-E-L and the City of Kawartha Lakes, Port Hope and Wingham (North Huron) are serviced by a hybrid policing model with both a municipal and OPP police force. Their costs are blended with the OPP in the FIR
- Lakefield is not shown as costs are blended with the OPP serviced areas of Smith and Ennismore
- Reminder, that in 2008, only the operating costs of each Police Service were required to be filed with the FIR.

2009:

- Cobourg, Dryden, LaSalle and Orangeville have not filed the FIR for 2009.
- Lakefield is blended with S-E-L and the City of Kawartha Lakes, Port Hope and Wingham (North Huron) are serviced by a hybrid policing model with both a municipal and OPP police force. Their costs are blended with the OPP in the FIR
- For 2009, both the operating and capital costs are shown in the FIR. Therefore, there are some more significant increases over the figures for 2008 due to the inclusion of capital costs, which were not included in the 2008 return.

2010: Not all municipalities have filed the FIR for 2010. The table is reflective of this.

2008 Cost Per Capita for Municipal Police Services in Ontario
(Operating Cost Only based on the FIR)

Municipality		Operating Cost Per Capita
1	Dryden	\$512.78
2	Gananoque	\$498.01
3	Brockville	\$417.97
4	Perth	\$385.91
5	Pembroke	\$383.55
6	Smith Falls	\$366.77
7	Windsor	\$358.72
8	Cornwall	\$356.32
9	Espanola	\$326.99
10	Owen Sound	\$321.40
11	Toronto	\$316.54
12	Aylmer	\$297.75
13	Cobourg	\$294.96
14	Thunder Bay	\$289.82
15	Sault Ste Marie	\$281.96
16	Timmins	\$278.43
17	Belleville	\$275.07
18	Saugeen Shores	\$271.32
19	Brantford	\$269.04
20	North Bay	\$266.65
21	Niagara Region	\$265.95
22	Woodstock	\$263.68
23	Sudbury	\$261.37
24	St. Thomas	\$260.62
25	Shelburne	\$260.50
26	Deep River	\$260.39
27	Stratford	\$257.09
28	Midland	\$255.48
29	Sarnia	\$253.87
30	Guelph	\$251.09
31	Stirling Rawdon	\$249.46
32	Barrie	\$246.17
33	Hamilton	\$244.42
34	South Simcoe	\$241.85
35	Peterborough	\$240.73
36	London	\$233.93
37	Kingston	\$231.52
38	Ottawa	\$231.03
39	Chatham-Kent	\$230.88
40	West Nipissing	\$227.63
41	Strathroy-Caradoc	\$223.36
42	Peel Region	\$220.65
43	Durham Region	\$219.20
44	Amherstburg	\$209.66
45	Orangeville	\$208.04
46	Halton Region	\$202.11
47	York Region	\$200.47
48	Waterloo Region	\$198.37
49	Leamington	\$197.36
50	West Grey	\$191.37
Municipal Police Service Average in Ontario:		\$276.16

2009 Cost Per Capita for Municipal Police Services in Ontario
(Cost includes Operating & Capital)

	Municipality	Cost per Capita Based on the 2009 Data FIR
1	Gananoque	\$520.45
2	Perth	\$450.87
3	Pembroke	\$441.54
4	Smith Falls	\$429.99
5	Windsor	\$418.91
6	Espanola	\$410.29
7	Brockville	\$396.61
8	Toronto	\$347.88
9	Deep River	\$341.53
10	Cornwall	\$341.20
11	Owen Sound	\$339.08
12	Aylmer	\$329.96
13	Woodstock	\$318.38
14	Sault Ste Marie	\$311.14
15	Timmins	\$310.72
16	Thunder Bay	\$307.87
17	Niagara Region	\$296.63
18	North Bay	\$295.22
19	Stirling Rawdon	\$294.78
20	Belleville	\$292.78
21	Saugeen Shores	\$291.95
22	Stratford	\$290.04
23	Shelburne	\$283.69
24	St. Thomas	\$280.68
25	Barrie	\$276.09
26	Brantford	\$268.39
27	Sarnia	\$267.37
28	Sudbury	\$265.16
29	Guelph	\$264.30
30	Kingston	\$262.47
31	Ottawa	\$259.50
32	Midland	\$259.28
33	Hamilton	\$249.99
34	South Simcoe	\$249.39
35	West Nipissing	\$249.10
36	Strathroy-Caradoc	\$246.39
37	Peterborough	\$245.24
38	London	\$238.32
39	Chatham-Kent	\$234.85
40	Durham Region	\$234.75
41	Leamington	\$230.94
42	Peel Region	\$230.00
43	Amherstburg	\$219.39
44	Waterloo Region	\$216.55
45	Halton Region	\$214.95
46	York Region	\$213.98
47	West Grey	\$207.82
Municipal Police Service Average in Ontario:		\$296.73

2010 Cost Per Capita for Municipal Police Services in Ontario
(Cost includes Operating & Capital)

2010	Municipality	Cost Per Capita
		Based on the FIR
1	Gananoque	\$620.52
2	Pembroke	\$474.83
3	Perth	\$449.50
4	Smith Falls	\$436.41
5	Windsor	\$424.30
6	Espanola	\$405.21
7	Toronto	\$382.65
8	Woodstock	\$362.78
9	Cornwall	\$350.08
10	Thunder Bay	\$332.54
11	Stirling Rawdon	\$327.37
12	Hanover	\$324.52
13	Sault Ste Marie	\$323.34
14	Aylmer	\$310.51
15	Timmins	\$309.13
16	Saugeen Shores	\$306.03
17	Shelburne	\$305.77
18	Niagara Region	\$302.51
19	Deep River	\$295.13
20	Barrie	\$294.09
21	Sudbury	\$291.18
22	Stratford	\$290.80
23	St. Thomas	\$290.08
24	Kingston	\$281.48
25	Brantford	\$279.14
26	North Bay	\$278.20
27	Sarnia	\$277.79
28	Ottawa	\$266.23
29	Guelph	\$265.25
30	West Nipissing	\$261.39
31	Peterborough	\$260.42
32	Hamilton	\$255.45
33	London	\$254.64
34	Chatham-Kent	\$251.67
35	Peel Region	\$248.03
36	Durham Region	\$241.00
37	Halton Region	\$225.21
38	York Region	\$225.08
39	Waterloo Region	\$218.30
40	West Grey	\$217.05
41	Leamington	\$199.86
	Average To Date:	\$310.13
	Not Yet Filed for 2010	N/A
	LaSalle	
	Amherstburg	
	Owen Sound	
	Midland	
	Strathroy-Carodoc	
	Belleville	
	Brockville	

Of the 7 remaining municipalities, 6 were higher per capita than Peterborough in 2009, one was lower. That being said, I anticipate we will be around 36th or 37th position overall.

Cost Per Household

Another way to compare the cost of policing is to look at the cost per household.

The chart below depicts the figures as submitted by each municipality for 2009 and 2010 for our direct comparators. The rankings differ from the cost per capita for 2009. However, Peterborough is still the cheapest.

2009

Municipality	# of Households	Overall Spending	Cost per Household
Sault Ste Marie	33,773	\$23,428,733	\$693.71
Guelph	47,500	\$31,822,038	\$669.94
Brantford	38,184	\$25,067,711	\$656.50
Sarnia	32,230	\$19,095,255	\$592.47
Peterborough	33,688	\$18,638,146	\$553.26

2010

Municipality	# of Households	Overall Spending	Cost Per Household
Sault Ste Marie	33,773	\$24,379,810	\$721.87
Guelph	47,500	\$32,626,281	\$686.87
Brantford	38,475	\$26,377,162	\$685.57
Sarnia	32,696	\$19,839,831	\$606.80
Peterborough	34,127	\$19,792,023	\$579.95

Salaries and Benefits as a % of the Overall Budget

The following charts show the salaries of both civilian and uniform members of the municipal police services as a percentage of overall police spending. The remainder of the budget is comprised of operating expenses and capital funding. As you can see, the bulk of our budget is for salaries with less than 12% remaining for operating and capital funding.

Comparators based on 2009 Data:

Municipality	Salaries & Benefits	Overall Budget	Salaries & Benefits as a % of the Overall Budget
Brantford	\$19,788,917	\$25,067,711	78.94%
Sault Ste Marie	\$18,977,677	\$23,428,733	81%
Guelph	\$26,051,700	\$31,822,038	81.87%
Peterborough	\$16,420,444	\$18,638,146	88.1%
Sarnia	\$16,827,530	\$19,095,295	88.12%

Comparator Average: 82.48% (Excluding Ptbo)

The provincial average for municipal police forces in Ontario is: 83.55%, leaving 16.45% to spend on operating and capital expenses. Our Members, civilian and uniform, **do not** make more than their counterparts in comparator organizations, we are on par. We do not have an excessive amount of officers or civilian staff. As you will see, our “cop to pop” ratio does not meet provincial or national averages.

Comparators based on 2010 Data:

Municipality	Salaries & Benefits	Overall Spending	Salaries & Benefits as a % of Overall Spending
Brantford	\$21,000,317	\$26,377,162	79.62%
Sault Ste Marie	\$19,920,014	\$24,379,810	81.71%
Guelph	\$27,697,534	\$32,626,281	84.89%
Sarnia	\$17,276,537	\$19,839,831	87.08%
Peterborough	\$17,469,260	\$19,792,023	88.26%

Comparator Average: 83.33% (Excluding Ptbo)

Of our comparators, Peterborough has the least amount of money remaining in its budget to spend on capital and operational items.

	2009 Data Municipalities	Salaries and Benefits	Overall Spending	Salaries & Benefits as % of Budget	% Left To Spend On Capital, Operational Items
1	Perth	\$1,935,732	\$2,810,278	68.88%	31.12%
2	Deep River	\$1,154,555	\$1,553,944	74.30%	25.70%
3	Saugeen Shores	\$2,569,052	\$3,421,636	75.08%	24.92%
4	Aylmer	\$1,793,312	\$2,332,493	76.88%	23.12%
5	Brockville	\$5,866,880	\$7,586,400	77.33%	22.67%
6	Stirling-Rawdon	\$1,136,781	\$1,446,189	78.61%	21.39%
7	Brantford	\$19,788,917	\$25,067,711	78.94%	21.06%
8	Timmins	\$10,548,118	\$13,359,893	78.95%	21.05%
9	Espanola	\$1,654,773	\$2,083,860	79.41%	20.59%
10	Bradford	\$4,915,238	\$6,187,097	79.44%	20.56%
11	Kingston	\$24,912,583	\$31,254,403	79.71%	20.29%
12	Chatham-Kent	\$20,445,825	\$25,405,381	80.48%	19.52%
13	Amherstburg	\$3,853,854	\$4,771,208	80.77%	19.23%
14	Shelburne	\$1,275,751	\$1,578,720	80.81%	19.19%
15	Belleville	\$11,563,596	\$14,293,752	80.90%	19.10%
16	Sault Ste Marie	\$18,997,677	\$23,428,733	81.09%	18.91%
17	Guelph	\$26,051,700	\$31,822,038	81.87%	18.13%
18	Stratford	\$7,565,232	\$9,177,079	82.44%	17.56%
19	Smith Falls	\$3,138,728	\$3,774,000	83.17%	16.83%
20	West Grey	\$2,107,685	\$2,533,985	83.18%	16.82%
21	Sudbury	\$35,577,347	\$42,610,534	83.49%	16.51%
22	Durham Region	\$120,919,328	\$144,791,253	83.51%	16.49%
23	York Region	\$184,699,024	\$220,957,721	83.59%	16.41%
24	Cornwall	\$13,138,480	\$15,683,181	83.77%	16.23%
25	Pembroke	\$4,480,289	\$5,313,985	84.31%	15.69%
26	Halton Region	\$87,067,266	\$103,174,368	84.39%	15.61%
27	Peel Region	\$253,693,433	\$299,910,284	84.59%	15.41%
28	Niagara Region	\$111,221,270	\$131,379,199	84.66%	15.34%
29	Innisfil	\$7,064,382	\$8,338,927	84.72%	15.28%
30	Waterloo Region	\$98,542,056	\$115,830,689	85.07%	14.93%
31	London	\$73,639,908	\$86,327,103	85.30%	14.70%
32	Barrie	\$33,024,284	\$38,652,197	85.44%	14.56%
33	Midland	\$3,812,543	\$4,459,686	85.49%	14.51%
34	St. Thomas	\$8,670,972	\$10,135,412	85.55%	14.45%
35	Owen Sound	\$6,312,166	\$7,375,917	85.58%	14.42%
36	Windsor	\$73,688,319	\$86,019,802	85.66%	14.34%
37	West Nipissing	\$2,866,483	\$3,340,419	85.81%	14.19%
38	Ottawa	\$204,301,557	\$235,727,720	86.67%	13.33%
39	Toronto	\$836,853,266	\$958,682,127	87.29%	12.71%
40	Gananoque	\$2,143,096	\$2,447,133	87.58%	12.42%
41	North Bay	\$13,960,281	\$15,931,977	87.62%	12.38%
42	Peterborough	\$16,420,444	\$18,638,146	88.10%	11.90%
43	Sarnia	\$16,827,530	\$19,095,255	88.12%	11.88%
44	Hamilton	\$116,156,833	\$131,419,979	88.39%	11.61%
45	Strathroy-Caradoc	\$4,450,822	\$4,922,087	90.43%	9.57%
46	Thunder Bay	\$30,714,095	\$33,601,108	91.41%	8.59%
47	Leamington	\$6,160,200	\$6,658,823	92.51%	7.49%
48	Hanover	\$2,159,516	\$2,183,909	98.88%	1.12%

The average % of the budget spent on salaries is 83.55%, leaving 16.45% to spend on Capital and Operational items. Peterborough is below this figure at 88.10% of the budget spent on salaries, leaving only 11.9% to spend on Capital and Operational items. This figure changed slightly in 2010. Salaries: \$17,469,260 Overall Spending: \$19,792,023. Therefore, salaries accounted for 88.26% of our spending; leaving just 11.74% to spend on Capital and Operational items. (2010 FIR)

Police Officer Ratio to Population

All information in the following charts was obtained from the [Stats Canada](#) web site. Stats Canada provided the 2009 population information, the number of actual sworn officers for 2010 and presented the “police officers per 100,000 population rate” figure. From the population numbers given and the total number of actual sworn officers, I came up with the (cop to pop) ratios on the right hand side of the charts below.

The average number of police officers per 100,000 population in 2010 in Ontario was 199.5. In 2009, the average ratio was 1:511, meaning one police officer for every 511 people. However, theses two figures include OPP and First Nations Police Services. Normally, First Nations Police Services have a much higher officer to population ratio. Since we are a municipal police service and compare only to other municipal services, I have compiled a chart on the following page showing all Ontario Municipal Police Forces. Two other comparisons are noted directly below.

Comparators:

2010	Municipal Police Service Comparators	Actual Strength of Police Officers Per 100,000 Population Rate	Ratio of Officer to Population (Cop to Pop)
1	Sault Ste Marie	177	1:564
2	Brantford	166	1:603
3	Guelph	155	1:645
4	Peterborough-Lakefield	154	1:652
5	Sarnia	152	1:659

The Average of our four main comparators: 162.5 1:618
(Exclusive of Peterborough)

National and Provincial Averages of Cop to Population Ratio:

2010 Stats	Population	Number of Police Officers	Ratio of Officer to Population (Cop to Pop)
Canada (All Police Services)*	34,108,752	69,299	492
Ontario (All Police Services) **	13,210,667	26,361	501
Ontario (Municipal Only)***	See Chart Below	See Chart Below	592
Peterborough/ Lakefield	80,772	124	652

All info in this chart is from [Stats Canada](#) (Policing Resources in Canada 2010) except where noted.

As you can see from the above chart, Peterborough does not meet the national or provincial averages in terms of the “Cop to Pop” ratio.

*Canada (All Police Services): Includes RCMP, Provincial (OPP and Quebec), Municipal and First Nations Police Services

**Ontario (All Police Services): Includes Municipal, OPP and First Nations Police Services

***Ontario (Municipal Only): Since Peterborough/Lakefield is a municipal police service, the average of all other municipal police services in Ontario was shown, because that is who we compare to.

2010	Municipal Police Service	Actual # of Police Officers Per 100,000 Population Rate	(Cop to Pop) Ratio of Officer to Population
1	Smith Falls	276	1:362
2	Gananoque	273	1:366
3	Dryden	252	1:398
4	Perth	244	1:410
5	Espanola	223	1:449
6	Shelburne	220	1:454
7	Toronto	216	1:464
8	Windsor	210	1:477
9	Pembroke	206	1:485
10	Port Hope	206	1:485
11	Deep River	205	1:489
12	Hanover	200	1:499
13	Timmins	199	1:504
14	Cornwall	194	1:517
15	Thunder Bay	191	1:524
16	Brockville	183	1:547
17	Stratford	181	1:553
18	Owen Sound	180	1:555
19	Stirling-Rawdon	178	1:563
20	Sault Ste Marie	177	1:564
21	Woodstock	176	1:568
22	Saugeen Shores	175	1:572
23	Aylmer	174	1:574
24	St. Thomas	173	1:579
25	Belleville	171	1:584
26	Cobourg	168	1:594
27	Brantford	166	1:603
28	Niagara Region	165	1:605
29	Barrie	161	1:620
30	West Nipissing	161	1:623
31	Kingston	159	1:629
32	West Grey	158	1:634
33	London	156	1:642
34	Sudbury	155	1:647
35	Guelph	155	1:645
36	Peterborough-Lakefield	154	1:652
37	Ottawa	153	1:654
38	North Bay	152	1:660
39	Sarnia	152	1:659
40	Hamilton	151	1:662
41	Chatham-Kent	150	1:666
42	Durham Region	149	1:671
43	Peel Region	148	1:674
44	Midland	146	1:686
45	Strathroy	146	1:684
46	Leamington	145	1:689
47	Orangeville	143	1:699
48	Waterloo Region	141	1:710
49	York Region	140	1:713
50	Amherstburg	135	1:743
51	South Simcoe	134	1:748
52	LaSalle	128	1:784
53	Halton Region	124	1:806
Municipal Police Averages:		175.06 Officers per 100,000 people	1:592 = 1 officer for every 592 people

There may be slight variances due to the rounding of the numbers.

Overall Crime Severity Index

All information in the charts below was obtained from Stats Canada. The charts reflect Municipal Police Services in Ontario only, unless otherwise noted. Stats Canada provided a complete breakdown for 2009 of Municipal and OPP Police Services in Ontario. However, in 2010, they only showed municipalities with populations over 10,000. Therefore, a complete comparison could not be done for 2010. The following Municipal Police Services are missing from the 2010 chart:

- Aylmer
 - Deep River
 - Dryden
 - Espanola
 - Gananoque
 - Hanover
- Perth
 - Shelburne
 - Smith Falls
 - Stirling – Rawdon
 - West Nipissing

According to the 2009 figures, Aylmer, Deep River, Espanola, Gananoque, Shelburne, Stirling-Rawdon and West Nipissing all had lower Crime Severity Index rankings than Peterborough Lakefield. Dryden, Smith Falls, Perth and Hanover were all higher in 2009.

**Comparison of National and Provincial Averages
of the Total Crime Severity Index
(As reported by Stats Canada)**

	2009	2010	Difference In Index
Canada – National Average	87.2	82.7	- 4.5
Ontario – Provincial Average	68.9	65	- 3.9
Peterborough Lakefield	79.6	84	+ 4.4

As you can see, Canada and Ontario are on a downward trend in total crime severity. However, Peterborough Lakefield is on the upswing with an increase in total crime severity in 2010 over the 2009 figure. In 2010, we were higher than both the national and provincial averages.

**Further Comparison of the National and Provincial
Crime Severity Index Values for 2010**

2010 Crime Severity Index Values	Overall Crime Severity Index	Violent Crime Severity Index	Non-Violent Crime Severity Index
Canada – National Average	82.7	88.9	80.3
Ontario – Provincial Average	65	77.7	60.2
Peterborough Lakefield	84	88.3	82.3

For 2010, we were higher in the overall crime severity index for both the national and provincial averages. We were virtually on par with the national average but higher compared to the average for Ontario for violent crimes. And finally, we were higher than the national and provincial averages for non-violent crimes.

2009 Crime Severity Index

		Municipal Police Services
2009 Data	Municipality	Overall Crime Severity Index
1	Smith Falls	132.7
2	Belleville	126.8
3	Brantford	114.2
4	Thunder Bay	112.5
5	Midland	110.9
6	Cornwall	105.9
7	Brockville	98.6
8	London	97.9
9	Timmins	97.6
10	Dryden	94.2
11	Windsor	91.6
12	Chatham - Kent	90.1
13	Perth	87.5
14	Sarnia	86
15	Sault Ste Marie	85.9
16	Hamilton	85.7
17	Hanover	84.9
18	Stratford	81.4
19	Sudbury	80.9
20	Peterborough/Lakefield	79.6
21	Toronto	79.3
22	Niagara Region	75.6
23	Espanola	75
24	Waterloo Region	73.3
25	Kingston	73.1
26	Pembroke	71.3
27	Barrie	71.1
28	St. Thomas	71
29	Leamington	68.8
30	Ottawa	68.3
31	North Bay	67
32	Owen Sound	65.6
33	Cobourg	64.8
34	Durham Region	60.3
35	Guelph	59.2
36	Gananoque	58.6
37	Peel Region	56.5
38	Shelburne	55.6
39	Strathroy	52.1
40	Orangeville	50
41	Port Hope	49.9
42	Stirling Rawdon	49.3
43	Saugeen Shores	49.2
44	South Simcoe	48.5
45	Aylmer	47.2
46	York Region	44.4
47	West Grey	43.7
48	West Nipissing	38.6
49	Deep River	38.1
50	Halton Region	37
51	Amherstburg	31.9
52	LaSalle	29

All information is from Stats Canada Police Resources in Canada 2010

2010 Crime Severity Index

2010 Data	Municipality	Municipal Police Services - Overall Crime Severity Index	Increase/Decrease From 2009
1	Belleville	130.7	+3.9
2	Cornwall	119.7	+13.8
3	Midland	115.7	+4.8
4	Thunder Bay	113.2	+0.7
5	Brantford	106.4	-7.8
6	Brockville	102.7	+4.1
7	Timmins	96.4	-1.2
8	London	92.8	-5.1
9	Sault Ste Marie	87.7	+1.8
10	Chatham-Kent	86.6	-3.5
11	Windsor	85.3	-6.3
12	Stratford	84.6	+3.2
13	Sudbury	84.2	+3.3
14	Peterborough Lakefield	84	+4.4
15	Hamilton	82.3	-3.4
16	Sarnia	78.4	-7.6
17	Woodstock	77.9	2009 Info N/A
18	Toronto	74	-5.3
19	Pembroke	73.7	+2.4
20	Cobourg	70.9	+6.1
21	Kingston	70.9	-2.2
22	Niagara Region	69.5	-6.1
23	Waterloo Region	67.6	-5.7
24	Barrie	67.5	-3.6
25	North Bay	65.5	-1.5
26	Leamington	63.9	-4.9
27	St. Thomas	63.1	-7.9
28	Ottawa	61.3	-7
29	Port Hope	57.1	7.2
30	Owen Sound	54.9	-10.7
31	Strathroy-Caradoc	52.4	+0.3
32	Peel Region	51.9	-4.6
33	Saugeen Shores	51.9	+2.7
34	Durham Region	51.3	-9
35	West Grey	50.7	+7
36	Guelph	50.4	-8.8
37	Orangeville	47.3	-2.7
38	York Region	43.2	-1.2
39	South Simcoe	42.6	-5.9
40	Halton Region	37.5	+0.5
41	LaSalle	25.3	-3.7
42	Amherstburg	24.4	-7.5

Note: 2010 data from Stats Canada was only provided for municipalities with populations OVER 10,000. Therefore, not all Municipal Police Forces are shown in this chart compared to the one for 2009.

The above two charts are simply shown so you can see where we sit in terms of other Municipal Police Services in Ontario. Of the 42 services above in 2010, only 15 Ontario Municipal Police Services experienced increases in crime severity from 2009 to 2010. The remaining 27 experienced decreases. As you can see, we have an overall higher crime severity than such large urban centers as Toronto, Hamilton and Ottawa.

Weighted Clearance Rates for 2009

2009 Data	Municipality	Weighted Clearance Rate
1	Shelburne	65.7
2	Smith Falls	63.1
3	West Nipissing	57.6
4	Owen Sound	57.4
5	Dryden	57
6	Brockville	56.1
7	Orangeville	54.3
8	Perth	53.6
9	Timmins	51.8
10	West Grey	50.8
11	Saugeen Shores	50.6
12	Cornwall	49.9
13	Kingston	47.8
14	Durham Region	47.6
15	North Bay	47.3
16	Espanola	46.8
17	Peel Regional	44.9
18	York Regional	44.7
19	Thunder Bay	44.6
20	Aylmer	44.2
21	Sudbury	44
22	Midland	43.8
23	Halton Region	43.7
24	Cobourg	43.4
25	Sault Ste Marie	43.2
26	Amherstburg	42.9
27	London	42.7
28	Peterborough Lakefield	42.7
29	Sarnia	42.6
30	Barrie	41.8
31	LaSalle	41.8
32	Waterloo Regional	41.6
33	Hanover	41.5
34	Pembroke	41.4
35	St. Thomas	40.8
36	Belleville	40.4
37	Guelph	40.2
38	Windsor	40
39	Ottawa	39.7
40	Brantford	39.6
41	Port Hope	39.4
42	Toronto	38.4
43	Gananoque	37.7
44	Chatham-Kent	37.1
45	Hamilton	35.5
46	Stratford	35.5
47	Deep River	35.4
48	South Simcoe	33
49	Niagara Regional	32.8
50	Leamington	30
51	Strathroy-Caradoc	25.6
52	Stirling Rawdon	22.9
	Municipal Police Average	43.79

Peterborough was below the average for municipal police services in Ontario in terms of clearance rates. The National average was 38.4% in 2009 according to Stats Canada.

Observations

Clearance Rates and Budgets

When reviewing these charts, there appears to be a correlation between the amount of funding the police service has to work with after paying for salaries and benefits. Virtually all municipal police officers are paid a similar rate within the province.

Municipal police services with a smaller percentage of their budget going toward salaries and benefits, means they have more funding for other items such as equipment, materials, capital items etc.

To recap, the average clearance rate in 2009 was 43.79. Peterborough was at 42.7. Data is not yet available for Services for 2010. The following chart depicts the top 20 municipal police services in Ontario in terms of clearance rates for 2009. It also shows the percentage of their budgets left to spend on capital and operational items AFTER salaries and benefits are paid.

2009 Data	Municipality	Weighted Clearance Rate	% of Budget for Capital, Materials And other items	% of Budget Spent on Salaries & Benefits
1	Shelburne	65.7	19.19%	80.81%
2	Smith Falls	63.1	16.83%	83.17%
3	West Nipissing	57.6	14.19%	85.81%
4	Owen Sound	57.4	14.42%	85.58%
5	Dryden	57	Unknown	Unknown
6	Brockville	56.1	22.67%	77.33%
7	Orangeville	54.3	Unknown	Unknown
8	Perth	53.6	31.12%	68.88%
9	Timmins	51.8	21.05%	78.95%
10	West Grey	50.8	16.82%	83.18%
11	Saugeen Shores	50.6	24.92%	75.08%
12	Cornwall	49.9	16.23%	83.77%
13	Kingston	47.8	20.29%	79.71%
14	Durham Region	47.6	16.49%	83.51%
15	North Bay	47.3	12.38%	87.62%
16	Espanola	46.8	20.59%	79.41%
17	Peel Regional	44.9	15.41%	84.59%
18	York Regional	44.7	16.41%	83.59%
19	Thunder Bay	44.6	8.59%	91.41%
20	Aylmer	44.2	23.12%	76.88%
↓				
28	Peterborough	42.7	11.9%	88.10%

*Dryden and Orangeville had not yet filed their FIR for 2009.

As you can see, 14 of the 20 police services above have at least 15% of their overall budget attributed to support and capital items. Two are unknown. Peterborough had just 11.9% left to spend after paying salaries and benefits in 2009. Our officers are not paid more than their comparators. As you have seen from previous charts, we do not have more officers than other police services and lag behind the provincial and national averages in terms of "cop to pop" ratios.

Clearance Rates vs. Cop to Pop Ratios
&
Low Crime Severity Indexes

The following chart depicts the top 20 Municipal Police Services in terms of clearance rates for 2009. Those in the top 20 either have a lower than average crime severity index **OR** a better than average “cop to pop” ratio. In some situations, both principles apply. The applicable principle(s) is/are noted in **bold**. The only exception to this is Kingston.

To summarize:

- The average Crime Severity Index in 2009 in Municipal Police Services in Ontario was 72.47. Peterborough Lakefield’s was higher at 79.6 in 2009.
- The average “Cop to Pop” ratio for Municipal Police Services in Ontario in 2010 was 1 police officer for every 592 citizens. Peterborough Lakefield’s was at one officer for every 652 people.

The “cop to pop” ratios are based on 2010 data. There would be very little difference between the 2009 and 2010 ratios.

2009 Data	Municipality	Weighted Clearance Rate 2009	Cop to Pop Ratio (2010) (Avg 1:592)	Crime Severity (2009) (Avg 72.47)
1	Shelburne	65.7	1:454	
2	Smith Falls	63.1	1:362	
3	West Nipissing	57.6		Low 38.6
4	Owen Sound	57.4	1:555	Lower 65.6
5	Dryden	57	1:398	
6	Brockville	56.1	1:547	
7	Orangeville	54.3		Low 50
8	Perth	53.6	1:410	
9	Timmins	51.8	1:504	
10	West Grey	50.8		Low 43.7
11	Saugeen Shores	50.6	1:572	Low 49.2
12	Cornwall	49.9	1:517	
13	Kingston	47.8	1:629	73.1
14	Durham Region	47.6		Lower 60.3
15	North Bay	47.3		Lower 67
16	Espanola	46.8	1:449	
17	Peel Regional	44.9		Lower 56.5
18	York Regional	44.7		Low 44.4
19	Thunder Bay	44.6	1:524	
20	Aylmer	44.2	1:574	Low 47.2
↓				
28	Peterborough	42.7	1:652	79.6 (2009)

To recap, of the top 20 clearance rates for Municipal Police Services in Ontario, there were:

- 12 instances where the Police Service had better “cop to pop” ratios than the average.
- 10 instances where the crime severity indexes were well below average.
- 3 instances where both principals applied: better “cop to pop” ratios and lower than the average crime rates.
- 1 instance where neither principal applied – Kingston

Police Resources in Canada, 2011

By Marta Burczycka, Canadian Centre for Justice Statistics, Statistics Canada

In Canada, information on police personnel and expenditures is collected by Statistics Canada through the annual Police Administration Survey. Using data reported by each police service in Canada, this report provides details on policing at the national, provincial/territorial and municipal levels.

Data presented in this report represent two distinct time periods. Information on police personnel is based on a "snapshot date" of May 15, 2011, while data on expenditures represent the calendar year ending December 31, 2010 (or March 31, 2011 for those police services operating on a fiscal year).

Rate of police strength declines slightly in 2011

There were 69,438 active police officers in Canada on May 15, 2011, a slight increase of 188 officers from 2010. However, expressed as a rate per 100,000 population, police strength actually decreased 1% in 2011 (Table 1). Despite the slight decrease recorded in 2011, police strength in Canada has generally grown over the past decade. In 2001, Canada recorded 184 police officers for every 100,000 people. By 2011, this rate had increased by 9%.

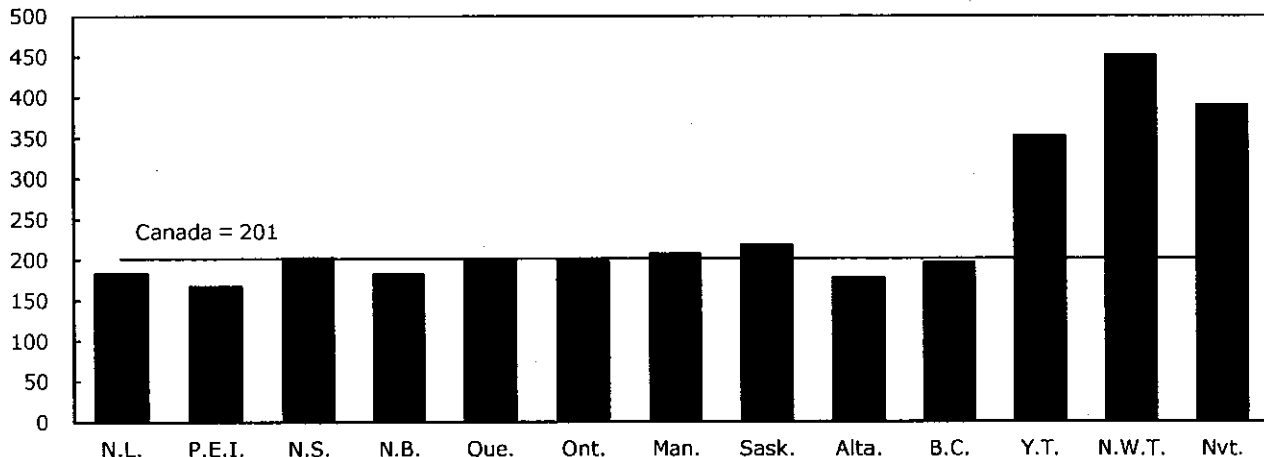
The increase in police strength over the past 10 years has coincided with a decline in police-reported crime (Chart 1). In 2010 (the latest year of available data), both the volume and severity of police-reported crime were below the levels seen a decade earlier. At 6,145 incidents per 100,000 population, the 2010 crime rate was 19% lower than in 2000. Meanwhile, the Crime Severity Index (CSI) was at 82.7 in 2010, 23% lower than a decade before (Brennan and Dauvergne 2011). The number of *Criminal Code* (excluding traffic) incidents per police officer has also shown a general decline since peaking in 1991.

In contrast, the lowest rate of police strength among the provinces was recorded in Prince Edward Island, the province that also reported the second-lowest CSI.

In 2011, Yukon, the Northwest Territories and Nunavut continued to report rates of police strength well above those recorded in the provinces (Chart 3). As in previous years, the CSI values recorded in the territories were also above those in the rest of the country.

Chart 3
Police strength, Canada, provinces and territories, 2011

Police officers per 100,000 population



Source(s): Statistics Canada, Canadian Centre for Justice Statistics, Police Administration Survey.

Ottawa records largest decrease in police strength among CMAs

Similar to the modest declines in police strength recorded by most provinces and territories, police strength in many census metropolitan areas (CMAs)⁴ decreased slightly in 2011. Decreases were limited to declines of 3% or less, with the exception of Ottawa (-4%). A handful of CMAs recorded no change at all to their police strength, and several others reported small increases. No CMA recorded an increase of more than 2%.

As in past years, the highest rate of police strength among CMAs was reported in Saint John (200) while Kelowna (112) and Moncton (114) recorded the lowest rates for the third consecutive year (Chart 4).

Those CMAs with higher rates of police strength also tended to report higher CSI values. Four of the five CMAs with the highest rates of police strength in 2011 – Regina, Thunder Bay, Winnipeg and Saskatoon – were among those CMAs with the highest CSI values in 2010 (Table 3-1).⁵

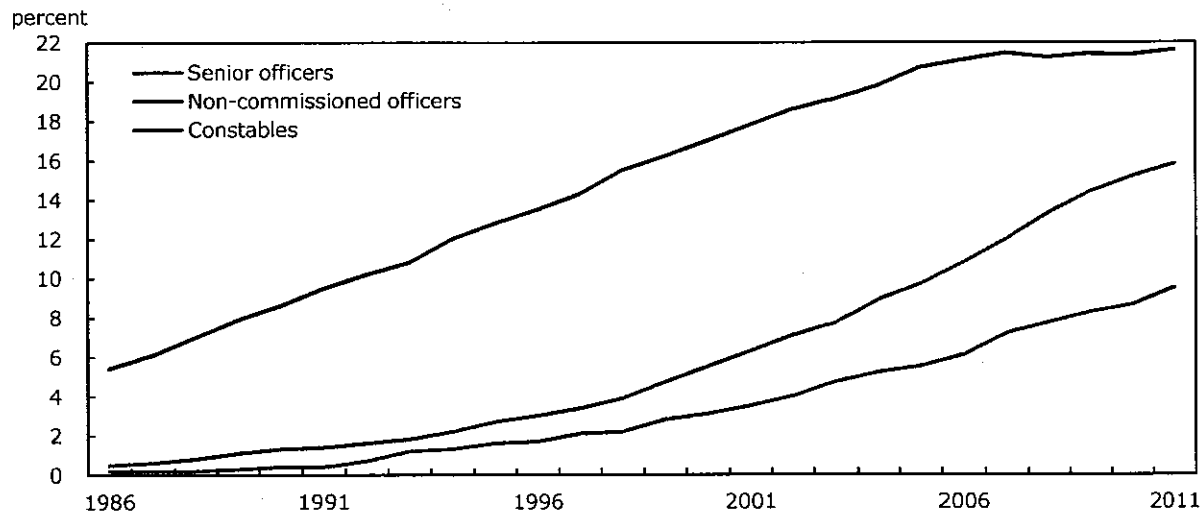
4. A census metropolitan area (CMA) consists of one or more neighbouring municipalities situated around a major urban core. A CMA must have a total population of at least 100,000 of which 50,000 or more live in the urban core. To be included in the CMA, other adjacent municipalities must have a high degree of integration with the central urban core, as measured by commuting flows derived from census data. A CMA typically comprises more than one police service.

5. For information on police personnel, Crime Severity Index values weighted clearance rates in Yellowknife and Whitehorse, refer to Tables 9-11 and 9-12 of this report.

The presence of female officers is particularly evident in the ranks of non-commissioned and senior officers. Over the past decade, the proportion of female officers within these ranks has almost tripled, while the percentage of women in the rank of constable grew from 18% to 22% (Table 5, Chart 5).

The provinces with the highest proportions of female officers continued to be Quebec and British Columbia. In contrast, Manitoba, New Brunswick and Prince Edward Island continued to report the lowest proportions among the provinces. As in past years, the proportions of female officers were lower in the territories than in the provinces (Table 6).

Chart 5
Female officers as a percentage of total police officers, Canada, 1986 to 2011



Source(s): Statistics Canada, Canadian Centre for Justice Statistics, Police Administration Survey.

Clearance rates continue to increase

Clearance rates are one measure of police performance. A criminal incident is said to be cleared when a police investigation leads to the identification of an accused person against whom charges can be laid or recommended by police. Incidents can be cleared by the laying of a charge or by other means (e.g., through extrajudicial measures). The clearance rate represents the proportion of all crimes that were successfully cleared.

Factors beyond police performance itself can impact a police service's clearance rate. For instance, minor thefts and mischief are crimes that are more numerous and more difficult to solve than serious, violent crimes; thus, a police service with a higher number of these less serious crimes may have a lower clearance rate. For this reason, the **weighted** clearance rate was developed to provide a more meaningful picture of crime solved by police services.

Using concepts similar to the Crime Severity Index, the weighted clearance rate assigns values to crimes according to their seriousness with more serious crimes being given a higher statistical weight.⁶ However, comparisons between police services on the basis of weighted clearance rates should be made with caution, due to various factors such as internal policies and procedures, resources and reporting technologies.

In its seventh consecutive annual increase, Canada's weighted clearance rate rose by 2% in 2010 (the most recent year for which data are available), reaching 39%. Among police services operating in areas with populations

6. Criminal incidents can either be cleared by charge or cleared otherwise (for example, through extrajudicial means in instances where a charge could otherwise be laid). The weighted clearance rate is based on the same principle used to create the police-reported Crime Severity Index, whereby more serious offences are assigned a higher weight than less serious offences. Applying this concept to clearance rates means that, for example, the clearance of a homicide, robbery or break and enter receives a higher weight than the clearance of less serious offences such as minor theft, mischief and disturbing the peace.

of 100,000 or more, the highest weighted clearance rates were reported by Durham (48%), Guelph (47%), Codiac (47%), London (47%) and York (47%).⁷

Growth in expenditures slows in 2010

Police service operating expenditures totalled about \$12.6 billion in 2010. While total spending continued to grow in 2010 (up 3%), the increase was smaller than in recent years. After adjusting for inflation, police expenditures rose by 1% in 2010, compared to increases ranging from 3% to 7% recorded since 2000 (Table 7).⁸ Nevertheless, 2010 represented the 14th consecutive year of growth in constant-dollar spending on policing.

Most police service expenditures in 2010 went towards salaries and benefits, with 79% of all dollars spent going towards these categories. Since 2009, expenditures on salaries and benefits increased by 5%, while a decrease of 4% was recorded in other operating expenditures.

All provinces saw increases in spending in 2010, with Alberta reporting the largest (up 12%). This growth was the result of increased spending by many of the province's municipal police services, as well as the Royal Canadian Mounted Police. Quebec recorded the smallest increase in expenditures among the provinces, with 3% growth in 2010 (Table 8).

Text box 3

Cost of policing the G8 and G20 summits and the Olympic and Paralympic Games

In 2010, Canada hosted the G8 and G20 summits and the Olympic and Paralympic Games. These events brought unique security requirements and associated policing expenditures. In general, these costs are not included in the main body of this report, since spending on these events fell outside regular annual expenditures on policing. However, some indirect costs (e.g. costs related to human resources) may have been impossible to exclude from regular police expenditures for the time period and thus may be included.

The G8 and G20 summits were held concurrently in June 2010. Over 20,000 police, military and security personnel were deployed to these events, through the Integrated Security Unit led by the Royal Canadian Mounted Police (RCMP). The costs for providing security to these events, estimated at about \$510 million, were funded by the federal government through various agencies including the RCMP and Public Safety Canada.⁹

The 2010 Olympic and Paralympic Games were held in the Vancouver area in February 2010. Unlike the summits, the costs for providing security to the Games were distributed among municipal, federal, and provincial levels of government. The total cost of providing security to the Games was about \$558 million.¹⁰

Some of the costs associated with the provision of security to the summits and the Games were incurred during both the 2009/2010 and 2010/2011 fiscal years. In addition, agencies may have gone through internal resource reallocation, in an effort to minimize the amount of additional expenditures required for activities associated with these events.

Summary

Defined as the number of police officers for every 100,000 people, Canada's rate of police strength decreased slightly in 2011. Rates of police strength among the provinces and territories also registered slight declines. Despite these

7. Clearance rate data for Sherbrooke police are not presented here. Sherbrooke police did not report crime data for 2010; thus, 2009 crime data are substituted in the tables only of this report. In 2009, Sherbrooke reported the highest clearance rate among police services, and this rate was also higher than 2010 clearance rates reported by other police services. However, Sherbrooke's 2009 clearance rate was the result of a unique project aimed at clearing historical files; for this reason the rate is not included here as it is not comparable.

8. Total operating expenditures include salaries, wages, benefits, and other operating expenses that are paid from the police service budget, as well as benefits paid from other government sources. Revenues, recoveries, and those costs that fall under a police service's capital expenditures are excluded.

9. Office of the Auditor General of Canada. 2011. *Report to the Auditor General of Canada*. Available at http://www.oag-bvg.gc.ca/internet/docs/parl_oag_201104_01_e.pdf (accessed July 18, 2011).

10. Plecas, Dr. Darryl et al. 2010. *The Planning and Execution of Security for the 2010 Winter Olympic Games*. Available at http://www.ufv.ca/Assets/CCJR/Reports+and+Publications/Olympic_Security.pdf (accessed July 20, 2011).

Table 9-6
Police personnel in municipal police services — Ontario, 2011

Police service	2010 Population ¹	2011 Actual strength ²			2011 Authorized strength ⁵			2010 crime		
		Police officers		Police officers per 100,000 population ³	Other personnel ⁴	Total police	Police officers per 100,000 population ³	Crime Severity Index ⁶	Weighted clearance rate ⁷	
		Male	Female							Total
		number	rate	number	rate					
Population 100,000 and over										
Barrie	139,050	183	45	228	164	100	236	170	67.5	42.5
Chatham-Kent	109,048	145	21	166	152	68	171	157	86.6	39.3
Durham Regional	620,427	749	171	920	148	329	871	140	51.3	48.2
Greater Sudbury	164,357	217	43	260	158	116	264	161	84.2	39.7
Guelph	124,130	159	31	190	153	89	195	157	50.4	46.8
Halton Regional	506,900	506	131	637	126	258	628	124	37.5	38.3
Hamilton	533,280	653	163	816	153	275	784	147	82.3	31.6
Kingston	125,354	163	38	201	160	57	198	158	70.9	41.3
London	378,809	479	108	587	155	216	591	156	92.8	46.7
Niagara Regional	443,866	624	104	728	164	309	702	158	69.5	35.5
Ottawa	896,529	981	292	1,273	142	605	1,362	152	61.3	41.2
Peel Regional	1,273,348	1,595	313	1,908	150	842	1,922	151	51.9	42.3
Thunder Bay	116,937	189	39	228	195	94	224	192	113.2	44.9
Toronto	2,720,024	4,713	1,063	5,776	212	2,818	5,587	205	74.0	38.5
Waterloo Regional	522,968	579	146	725	139	291	724	138	67.6	44.4
Windsor	221,310	396	70	466	211	146	473	214	85.3	38.4
York Regional	1,040,165	1,211	255	1,466	141	517	1,461	140	43.2	46.7
Population 50,000 to 99,999										
Belleville	50,524	71	17	88	174	36	88	174	130.7	40.5
Brantford	96,136	136	20	156	162	94	166	173	106.4	40.3
North Bay	58,804	80	11	91	155	51	94	160	65.5	42.4
Peterborough Lakefield Community	80,680	106	23	129	160	55	131	162	84.0	48.8
Sarnia	74,447	97	14	111	149	47	112	150	78.4	41.9
Sault Ste. Marie	76,975	116	22	138	179	53	140	182	87.7	41.2
South Simcoe	58,747	67	12	79	134	41	79	134	42.6	33.6
Ontario Provincial Police										
Caledon	65,633	51	22	73	111	6	73	111	33.7	42.0
Centre Wellington	92,079	84	24	108	117	16	108	117	36.1	37.6
Lambton	52,643	60	8	68	129	7	68	129	43.7	39.3
Norfolk	64,290	72	17	89	138	12	89	138	56.2	41.1
Nottawasaga	55,553	46	16	62	112	11	62	112	41.8	41.2
Stormont/Dundas/Glengarry	65,575	67	15	82	125	11	82	125	44.3	37.6
Population 15,000 to 49,999										
Amherstburg	22,182	27	4	31	140	1	32	144	24.4	38.1
Brockville	22,883	36	6	42	184	24	42	184	102.7	52.6
Cobourg	19,190	28	4	32	167	35	32	167	70.9	45.4
Cornwall Community	47,117	76	15	91	193	45	91	193	119.7	46.4
Kawartha Lakes	24,479	31	12	43	176	22	40	163	111.6	55.3
LaSalle	28,003	30	6	36	129	22	36	129	25.3	32.2
Midland	18,049	23	3	26	144	16	27	150	115.7	44.4
Nishnawbe-Aski ⁸	17,505	113	21	134	765	45	150	857	275.1	54.2
Orangeville	28,770	38	4	42	146	22	39	136	47.3	44.5
Owen Sound	22,685	32	7	39	172	34	41	181	54.9	61.8
St. Thomas	38,205	56	10	66	173	23	66	173	63.1	43.7
Stratford	31,590	51	6	57	180	19	57	180	84.6	32.1
Strathroy-Caradoc	21,313	27	4	31	145	13	31	145	52.4	36.2
Timmins	43,257	74	10	84	194	45	86	199	96.4	53.8
Woodstock	36,945	54	11	65	176	40	65	176	77.9	40.1
Ontario Provincial Police										
Brant County	36,594	37	11	48	131	5	48	131	45.2	42.1
Collingwood	18,971	27	9	36	190	11	36	190	74.5	50.4
Elgin County	44,350	35	7	42	95	3	42	95	36.5	41.6
Essex County	20,527	24	4	28	136	4	28	136	35.6	45.9
Gravenhurst/Bracebridge ⁹	36,034	55	13	68	189	5	69	191	58.3	44.3
Haldimand	46,083	47	9	56	122	5	56	122	49.5	35.6
Huntsville ⁹	23,255	33	9	42	181	3	43	185	66.7	44.9
Kenora	19,015	39	10	49	258	8	49	258	103.5	59.5
Kingsville	21,452	20	5	25	117	2	25	117	29.0	53.7
Lakeshore	33,785	28	5	33	98	4	33	98	29.9	48.2
Leamington	29,539	33	6	39	132	10	39	132	63.9	40.3
Loyalist	15,548	13	5	18	116	2	18	116	35.5	39.4
Middlesex Group	34,558	25	5	30	87	3	30	87	37.7	41.9

See notes at the end of the table.

Laval

Longueuil

Mascouche

Mirabel

Montréal

Repentigny

Richelieu Saint-Laurent

Roussillon (Régie)

Saint-Eustache

Thérèse-De-Blainville

Sainte-Jérôme Métro

Terrebonne

Vaudreuil-Soulange MRC (SQ)

Ottawa (Ontario portion of Ottawa-Gatineau CMA)

Ottawa

Ottawa (OPP Rural) - Traffic

Russel (OPP Municipal)

Russel County (OPP Rural)

Peterborough

Cavan/Millbrook/North Monaghan (OPP Municipal)

Douro-Drummond (OPP Municipal)

Otonabee/South Monaghan (OPP Municipal)

Peterborough and Lakefield Village

Peterborough County

Smith/Ennismore (OPP Municipal)

Québec

Côte-de-Beaupré MRC (SQ)

Jacques Cartier MRC (SQ)

Lévis

L'Île-d'Orléans MRC (SQ)

Average Household Income

Household income is one measure of a community's ability to pay for services in a municipality. A higher gross household income will usually mean a lower dependency on governmental services, recreation, and social assistance. A comparison across municipalities may indicate the economic well-being of residents. The following table provides the estimated average household income in 2011 for each of the municipalities. Source—FP Markets Canadian demographics 2011

Municipality	2011 Est. Avg. Household Income	2011 Est. Avg. Household Income
Cornwall	\$ 58,314	low
Gravenhurst	\$ 59,913	low
Seguin	\$ 62,315	low
Quinte West	\$ 62,574	low
Penetanguishene	\$ 62,777	low
Fort Erie	\$ 63,090	low
Welland	\$ 63,910	low
Peterborough	\$ 64,882	low
Port Colborne	\$ 64,973	low
St. Marys	\$ 65,362	low
Lambton Shores	\$ 65,946	low
Belleville	\$ 66,001	low
North Bay	\$ 66,221	low
The Blue Mountains	\$ 66,512	low
Sault Ste. Marie	\$ 67,384	low
Chatham-Kent	\$ 67,403	low
Brockville	\$ 67,441	low
Meaford	\$ 67,453	low
Niagara Falls	\$ 67,760	low
Windsor	\$ 68,121	low
Thunder Bay	\$ 68,155	low
St. Catharines	\$ 68,364	low
Tillsonburg	\$ 69,350	low
St. Thomas	\$ 69,388	low
Wainfleet	\$ 69,806	low
Brantford	\$ 70,911	low
Kawartha Lakes	\$ 71,757	low
Stratford	\$ 72,115	low
Huntsville	\$ 72,314	mid
Prince Edward County	\$ 73,290	mid
Timmins	\$ 73,775	mid
Kingston	\$ 74,264	mid
Greater Sudbury	\$ 74,691	mid
Thorold	\$ 74,892	mid
Kenora	\$ 75,768	mid
London	\$ 76,546	mid
Wellesley	\$ 77,182	mid
Hamilton	\$ 77,221	mid
Bracebridge	\$ 78,692	mid
Sarnia	\$ 79,768	mid
Leamington	\$ 79,841	mid
Kitchener	\$ 79,920	mid
Barrie	\$ 80,235	mid
Oshawa	\$ 80,476	mid

Municipality	2011 Est. Avg. Household Income	2011 Est. Avg. Household Income
Fort Frances	\$ 80,487	mid
Georgina	\$ 83,288	mid
Kingsville	\$ 84,583	mid
Guelph	\$ 84,666	mid
Innisfil	\$ 84,764	mid
Orangeville	\$ 84,786	mid
West Lincoln	\$ 84,963	mid
Cambridge	\$ 85,014	mid
Lincoln	\$ 86,696	mid
Toronto	\$ 89,151	mid
Central Elgin	\$ 92,727	mid
Brampton	\$ 93,961	mid
Wilmot	\$ 94,222	high
Ottawa	\$ 94,649	high
Niagara-on-the-Lake	\$ 96,503	high
Clarington	\$ 96,994	high
Grimsby	\$ 98,424	high
Waterloo	\$ 100,236	high
Mississauga	\$ 100,306	high
North Dumfries	\$ 100,815	high
Ajax	\$ 101,867	high
Pelham	\$ 106,213	high
Whitby	\$ 106,288	high
Pickering	\$ 106,981	high
Burlington	\$ 108,632	high
Tecumseh	\$ 109,678	high
Milton	\$ 111,187	high
Newmarket	\$ 111,630	high
Richmond Hill	\$ 111,713	high
Markham	\$ 113,067	high
Middlesex Centre	\$ 114,584	high
Halton Hills	\$ 117,510	high
East Gwillimbury	\$ 121,748	high
Vaughan	\$ 123,061	high
Woolwich	\$ 124,989	high
Caledon	\$ 130,209	high
Whitchurch-Stouffville	\$ 136,128	high
Aurora	\$ 143,434	high
Oakville	\$ 143,814	high
King	\$ 184,519	high
Average	\$ 87,280	
Median	\$ 80,078	
Minimum	\$ 58,314	
Maximum	\$ 184,519	

Land Area and Density (sorted by population density)

	Land Area (Square Km)	2010 Population Density per Sq. Kilometre	Density Ranking
Seguin	586	7	low
Timmins	2,962	15	low
Meaford	588	19	low
Gravenhurst	518	23	low
Kawartha Lakes	3,059	25	low
The Blue Mountains	287	25	low
Prince Edward County	1,050	25	low
Bracebridge	617	27	low
Huntsville	703	27	low
Middlesex Centre	588	28	low
Wainfleet	217	31	low
West Lincoln	388	35	low
Lambton Shores	331	35	low
Wellesley	278	38	low
Chatham-Kent	2,458	44	low
Central Elgin	280	48	low
Greater Sudbury	3,201	51	low
North Dumfries	187	53	low
Woolwich	326	66	low
King	333	68	low
Wilmot	264	71	low
Kenora	211	75	low
Kingsville	247	87	low
Quinte West	494	88	low
Caledon	687	96	low
East Gwillimbury	245	100	low
Leamington	262	113	low
Niagara-on-the-Lake	133	115	low
Innisfil	284	118	low
Pelham	126	133	low
Lincoln	163	138	low
Whitchurch-Stouffville	207	139	low
Clarington	611	140	low
Port Colborne	122	159	low
Georgina	288	171	low
North Bay	315	176	low
Fort Erie	166	187	low
Belleville	247	205	low
Thorold	83	227	low
Halton Hills	276	230	low
Milton	367	231	low
Tecumseh	95	261	low
Kingston	450	278	low
Fort Frances	27	299	low
Ottawa	2,778	323	low
Thunder Bay	328	339	low

	Land Area (Square Km)	2010 Population Density per Sq. Kilometre	Density Ranking
Sault Ste. Marie	222	342	low
Grimsby	69	360	low
Niagara Falls	210	406	low
Penetanguishene	25	410	low
Pickering	232	420	low
Sarnia	165	448	low
Hamilton	1,117	477	low
St. Marys	12	568	low
Welland	81	646	low
Tillsonburg	22	704	low
Cornwall	62	760	high
Whitby	147	834	high
London	421	900	high
Vaughan	274	1,015	high
Burlington	186	1,023	high
Oshawa	146	1,085	high
Brockville	21	1,090	high
St. Thomas	35	1,092	high
Aurora	50	1,109	high
Cambridge	113	1,165	high
Stratford	25	1,264	high
Brantford	72	1,343	high
Peterborough	58	1,347	high
Oakville	139	1,380	high
St. Catharines	96	1,432	high
Guelph	87	1,432	high
Markham	213	1,441	high
Ajax	67	1,476	high
Windsor	147	1,506	high
Kitchener	137	1,638	high
Waterloo	64	1,665	high
Barrie	77	1,798	high
Orangeville	16	1,848	high
Brampton	267	1,875	high
Richmond Hill	101	1,877	high
Newmarket	38	2,265	high
Mississauga	289	2,677	high
Toronto	630	4,318	high
Total Survey Average	411	626	
Total Survey Median	220	270	
Total Survey Min	12	7	
Total Survey Max	3,201	4,318	

Source: Stats Canada

**2011 Shift In Tax Burden—Unweighted to Weighted Residential Assessment
(sorted by % change)**

Municipality	Residential Unweighted Assessment	Residential Weighted Assessment	Change % Unweighted to Weighted
Toronto	71.9%	46.3%	-35.6%
Fort Frances	75.6%	53.6%	-29.0%
Windsor	71.7%	54.9%	-23.5%
Cornwall	71.7%	55.2%	-23.1%
Belleville	70.0%	54.0%	-22.8%
Kenora	70.0%	54.1%	-22.6%
Brockville	72.8%	57.3%	-21.3%
Greater Sudbury	79.6%	63.0%	-20.9%
Thunder Bay	76.4%	60.5%	-20.9%
Brantford	75.6%	59.8%	-20.9%
Kingston	75.8%	60.8%	-19.8%
Timmins	74.4%	59.9%	-19.5%
Niagara Falls	69.1%	55.6%	-19.5%
Stratford	79.6%	64.2%	-19.4%
Guelph	77.9%	62.8%	-19.3%
Tillsonburg	79.7%	64.6%	-19.0%
Sault Ste. Marie	76.8%	62.2%	-19.0%
Hamilton	80.0%	64.9%	-18.9%
Cambridge	74.6%	60.9%	-18.4%
St. Thomas	80.1%	65.5%	-18.2%
Ottawa	76.4%	63.6%	-16.8%
London	79.7%	66.4%	-16.8%
Mississauga	70.3%	58.6%	-16.7%
North Bay	76.5%	63.8%	-16.7%
Kitchener	77.6%	64.7%	-16.5%
Sarnia	78.3%	66.0%	-15.8%
St. Marys	79.0%	66.7%	-15.6%
Waterloo	79.4%	67.1%	-15.5%
Peterborough	78.0%	66.3%	-15.0%
St. Catharines	80.1%	68.8%	-14.1%
Thorold	81.4%	70.6%	-13.3%
Burlington	78.0%	67.8%	-13.0%
Welland	84.7%	74.7%	-11.8%
Oshawa	77.2%	68.1%	-11.8%
Port Colborne	84.4%	74.8%	-11.4%
Orangeville	80.7%	72.8%	-9.8%
Oakville	83.3%	75.2%	-9.7%
Milton	79.9%	72.5%	-9.2%
Quinte West	79.5%	72.2%	-9.2%
Barrie	74.0%	67.5%	-8.8%
Fort Erie	87.3%	79.9%	-8.5%
Whitby	83.3%	76.4%	-8.3%
North Dumfries	71.6%	65.8%	-8.1%
Pickering	81.1%	74.7%	-8.0%

Municipality	Residential Unweighted Assessment	Residential Weighted Assessment	Change % Unweighted to Weighted
Ajax	86.0%	79.7%	-7.3%
Brampton	77.5%	72.1%	-7.1%
Grimsby	89.0%	83.3%	-6.4%
Tecumseh	74.6%	69.9%	-6.3%
Halton Hills	85.5%	80.3%	-6.1%
Woolwich	72.6%	69.4%	-4.5%
Vaughan	74.6%	71.8%	-3.7%
Niagara-on-the-Lake	78.1%	75.2%	-3.7%
Clarington	85.4%	82.6%	-3.2%
Penetanguishene	90.4%	87.5%	-3.2%
Newmarket	81.2%	79.1%	-2.6%
Markham	80.5%	78.7%	-2.2%
Lincoln	79.7%	78.2%	-1.9%
Aurora	84.5%	83.0%	-1.8%
Richmond Hill	85.9%	84.5%	-1.6%
Caledon	80.1%	79.5%	-0.7%
Huntsville	84.8%	84.3%	-0.6%
Pelham	90.8%	90.4%	-0.4%
Gravenhurst	89.5%	89.2%	-0.4%
Bracebridge	88.2%	87.9%	-0.3%
The Blue Mountains	91.6%	91.7%	0.1%
Sequin	96.7%	97.1%	0.4%
Chatham-Kent	60.5%	61.1%	1.0%
Georgina	90.1%	91.0%	1.0%
Whitchurch-Stouffville	87.7%	88.6%	1.0%
Innisfil	87.9%	89.3%	1.7%
Kawartha Lakes	86.2%	87.7%	1.8%
Wilmot	81.3%	83.1%	2.2%
East Gwillimbury	83.3%	85.7%	2.9%
Prince Edward County	87.0%	90.5%	4.1%
Meaford	81.9%	85.6%	4.5%
Lambton Shores	78.7%	82.3%	4.5%
West Lincoln	77.8%	81.5%	4.8%
King	86.6%	91.5%	5.6%
Wainfleet	85.2%	91.1%	7.0%
Central Elgin	79.4%	86.0%	8.3%
Kingsville	72.1%	80.0%	11.1%
Leamington	63.9%	71.0%	11.1%
Wellesley	67.5%	76.6%	13.5%
Middlesex Centre	66.1%	80.2%	21.3%
Average	79.5%	73.1%	-8.2%
Median	79.6%	72.3%	-8.2%
Minimum	60.5%	46.3%	-35.6%
Maximum	96.7%	97.1%	21.3%

As shown in the table, tax ratios typically shift the burden from residential to non-residential properties. Approximately 76% of the municipalities surveyed, have a decrease in tax burden on the Residential class as a result of tax ratios for non-residential classes greater than 1.0

The implementation of tax ratios to the assessment base for municipalities with a larger proportion of farmland and managed forest results in an increase in the residential burden

Police

Under the Ontario Police services Act, municipalities are responsible for the provision of adequate and effective Police services to ensure the safety and security of citizens, businesses and visitors. To fulfill this mandate, each municipality and police agency creates and implements strategies, policies and business models that meet the specific needs and priorities of their local communities.

The key objectives provided by Police Services include:

- Crime prevention
- Law enforcement
- Victims' assistance
- Maintenance of public order
- Emergency response services

Each municipality's results are influenced to varying degrees by a number of factors, including:

- Non-residents: daily inflow and outflow of commuters and tourists, attendees at cultural, entertainment and sporting events, or seasonal residents (e.g. post-secondary students) who require police services and are not captured in population-based measures
- Specialized facilities: airports, casinos, etc. that can require additional policing
- Demographic trends: social and economic changes in the population

Police costs will vary significantly based on a number of factors including, but not limited to:

- Geographic mix (urban/rural mix)
- One-time special events
- Proximity and quantity of higher risk facilities (e.g. correctional, mental health facilities)
- Service levels
- Incident of more complex crimes
- Specialized services (e.g. Emergency Task Force, Emergency Measures, marine Unit, etc.)
- Accounting and reporting practices

Police

(Sorted by Net Costs per \$100,000 Assessment, Including Amortization)

Municipality	# Full Time Positions	2010 Part-Time Positions	MPMP Operating Costs Services Per Person	MPMP Total Costs Services Per Person	Net Costs Per 100,000 CVA Excluding Amortization	Net Costs Per 100,000 CVA Including Amortization
Sequim	Contract		\$ 151	\$ 151	\$ 23	\$ 23
The Blue Mountains	Contract		\$ 316	\$ 320	\$ 71	\$ 72
Meaford	Contract		\$ 162	\$ 162	\$ 111	\$ 111
Tillsonburg	Contract		\$ 208	\$ 211	\$ 169	\$ 169
Penetanguishene	Contract		\$ 166	\$ 166	\$ 182	\$ 182
St. Marys	Contract		\$ 203	\$ 203	\$ 208	\$ 208
Kenora	Contract		\$ 539	\$ 541	\$ 474	\$ 475
Fort Frances	Contract		\$ 315	\$ 315	\$ 512	\$ 512
< 20,000 Average			\$ 198	\$ 199	\$ 198	\$ 183
Tecumseh	Contract		\$ 169	\$ 170	\$ 150	\$ 151
Leamington	51	1	\$ 193	\$ 200	\$ 211	\$ 219
Quinte West	Contract	-	\$ 194	\$ 201	\$ 254	\$ 256
Stratford	79		\$ 281	\$ 291	\$ 300	\$ 309
St. Thomas	88	3	\$ 280	\$ 250	\$ 369	\$ 382
Timmins	117	22	\$ 286	\$ 309	\$ 457	\$ 480
Cornwall	129	11	\$ 342	\$ 350	\$ 595	\$ 610
20,000 - 49,999 Average			\$ 249	\$ 253	\$ 334	\$ 344
Kawartha Lakes	59	3	\$ 172	\$ 174	\$ 129	\$ 131
Peterborough	163	9	\$ 253	\$ 260	\$ 261	\$ 266
Sarnia	149	22	\$ 271	\$ 278	\$ 309	\$ 317
Brantford	206	77	\$ 272	\$ 279	\$ 312	\$ 321
North Bay	135	30	\$ 271	\$ 278	\$ 329	\$ 338
Sault Ste. Marie	178	12	\$ 319	\$ 323	\$ 512	\$ 520
50,000 - 99,999 Average			\$ 223	\$ 228	\$ 265	\$ 271
Ottawa	1,935		\$ 261	\$ 266	\$ 210	\$ 213
Guelph			\$ 258	\$ 265	\$ 231	\$ 237
Toronto	7,672	205	\$ 360	\$ 383	\$ 246	\$ 257
Kingston	198	53	\$ 255	\$ 281	\$ 246	\$ 261
Barrie			\$ 283	\$ 294	\$ 256	\$ 266
London	811	7	\$ 253	\$ 260	\$ 266	\$ 273
Hamilton	1,027	37	\$ 250	\$ 255	\$ 271	\$ 276
Chatham-Kent	219	9	\$ 244	\$ 252	\$ 276	\$ 285
Greater Sudbury	349	18	\$ 282	\$ 291	\$ 346	\$ 358
Windsor	619	12	\$ 409	\$ 424	\$ 490	\$ 501
Thunder Bay	341	19	\$ 305	\$ 310	\$ 513	\$ 522
> 100,000 Average			\$ 287	\$ 298	\$ 305	\$ 314
Muskoka District	Contract	-	\$ 145	\$ 145	\$ 47	\$ 47
Halton Region	884	-	\$ 216	\$ 225	\$ 123	\$ 128
York Region	1,874	-	\$ 215	\$ 225	\$ 128	\$ 133
Peel Region	2,596	37	\$ 241	\$ 248	\$ 167	\$ 172
Durham Region	1,227	64	\$ 234	\$ 241	\$ 236	\$ 243
Niagara Region	1,023	-	\$ 290	\$ 303	\$ 283	\$ 294
Waterloo Region	1,022	-	\$ 209	\$ 218	\$ 311	\$ 324
Regional Average			\$ 221	\$ 229	\$ 185	\$ 192

Police Statistics—Crime by Population Group

Municipality	MPMP Police Violent Crime Rate/1000 Persons	MPMP Police Property Crime Rate /1000 Persons	MPMP Police Crime Rate For Other Criminal Code Offences/1000 Persons	Police Total Crime Rate/1000 Person (excluding Traffic)	MPMP Police Youth Crime Rate/1000 Youths
Fort Frances	17.77	45.66	19.13	82.56	136.99
Kenora	38.79	71.61	55.40	165.79	70.67
Meaford	6.20	17.09	3.70	26.99	N/A
Penetanguishene	9.84	34.97	3.42	48.22	45.16
Seguin	6.78	27.83	3.98	38.59	29.59
St. Marys	6.80	29.62	2.87	39.29	16.67
The Blue Mountains	4.25	41.91	3.22	49.38	3.10
Tillsonburg	11.60	25.91	6.61	44.12	59.86
< 20,000 Average	12.75	36.82	12.29	61.87	51.72
Cornwall	20.99	55.91	21.23	98.14	138.65
Leamington	7.84	33.23	10.89	51.95	4.27
Quinte West	7.89	31.48	6.30	45.67	19.68
St. Thomas	7.09	36.86	5.62	49.57	71.43
Stratford	9.23	48.55	8.00	65.77	120.00
Tecumseh	3.06	19.11	2.44	24.60	10.88
Timmins	19.26	41.12	9.21	69.59	33.06
20,000 - 49,999 Average	10.77	38.04	9.10	57.90	56.85
Brantford	18.57	52.22	27.46	99.26	59.04
Kawartha Lakes	11.94	32.23	13.10	57.27	59.08
North Bay	10.40	43.94	6.47	60.80	82.55
Peterborough	8.51	35.21	18.38	62.11	69.89
Sarnia	14.70	37.72	20.37	72.80	51.99
Sault Ste. Marie	N/A	N/A	N/A	N/A	N/A
50,000 - 99,999 Average	12.82	40.26	17.16	70.44	64.51
Barrie	10.04	38.40	10.23	56.67	18.43
Chatham-Kent	10.82	42.33	11.46	64.61	86.54
Greater Sudbury	11.58	40.04	7.48	59.10	71.22
Guelph	9.29	30.31	9.37	48.73	118.65
Hamilton	13.52	38.52	4.67	56.70	42.67
Kingston	11.31	42.50	7.55	61.36	36.24
London	11.92	47.76	13.04	72.72	74.90
Ottawa	N/A	N/A	N/A	N/A	N/A
Thunder Bay	17.28	55.60	15.77	88.65	70.39
Toronto	N/A	N/A	N/A	N/A	N/A
Windsor	14.57	48.21	9.10	71.89	43.25
> 100,000 Average	12.26	42.63	9.85	64.49	62.47
Durham Region	7.73	23.32	5.11	36.16	48.37
Halton Region	5.33	23.10	2.22	30.65	39.92
Niagara Region	9.80	36.89	7.73	54.42	20.53
Peel Region	6.01	20.43	2.94	29.38	39.43
Waterloo Region	9.64	31.91	5.93	47.48	60.16
York Region	5.81	17.30	1.77	24.88	30.58
Muskoka District	7.69	27.98	3.79	39.47	32.26
Regional Average	7.43	25.85	4.22	37.49	38.75

Court Security Costs

(Sorted by Net Costs per \$100,000 Assessment,
Including Amortization)

Municipality	Net Costs per Capita Including Amortization	Net Costs per \$100,000 CVA Including Amortization
Kingston	\$ 4	\$ 4
Ottawa	\$ 5	\$ 4
Sarnia	\$ 7	\$ 9
London	\$ 8	\$ 10
Hamilton	\$ 9	\$ 10
Greater Sudbury	\$ 8	\$ 11
Toronto	\$ 17	\$ 12
Chatham-Kent	\$ 11	\$ 13
Guelph	\$ 14	\$ 14
Timmins	\$ 8	\$ 14
Brantford	\$ 13	\$ 16
North Bay	\$ 13	\$ 17
Peterborough	\$ 17	\$ 19
Windsor	\$ 16	\$ 23
Cornwall	\$ 21	\$ 40
Average	\$ 11	\$ 14
Halton Region	\$ 4	\$ 3
York Region	\$ 6	\$ 4
Peel Region	\$ 7	\$ 5
Durham Region	\$ 7	\$ 8
Waterloo Region	\$ 7	\$ 11
Average	\$ 6	\$ 6

Prisoner Transportation

(Sorted by Net Costs per \$100,000 Assessment,
Including Amortization)

Municipality	Net Costs per Capita Including Amortization	Net Costs per \$100,000 Including Amortization
Hamilton	\$ (15)	\$ (16)
Brantford	\$ (1)	\$ (1)
London	\$ 0	\$ 1
Windsor	\$ 2	\$ 3
Greater Sudbury	\$ 2	\$ 3
Chatham-Kent	\$ 3	\$ 4
Kingston	\$ 5	\$ 5
Timmins	\$ 5	\$ 8
Average	\$ 0	\$ 1
Region Durham	\$ 0	\$ 0
Region Waterloo	\$ 0	\$ 0
Region York	\$ 1	\$ 1
Region Peel	\$ 1	\$ 1
Region Halton	\$ 4	\$ 2
Average	\$ 1	\$ 1