

**OPP RESOURCE ALLOCATION  
HALDIMAND COUNTY  
DETACHMENT**

Questions from the County: October 2017

Responses from the OPP: July 2018

**AUTHORIZED STRENGTH:**

Total Uniformed Members (FTE)	2001 Combined H&N OPP Detachment	2003-2007** Haldimand only Detachment	2014 – 2016 OPP Action Plan (includes vacancies)	2017 – 2019 OPP Action Plan *** (excludes LOA)	Uniformed FTE Reduction/ Gapping 2017 vs 2016	
	#	#	#	#	#	%
Haldimand Detachment	57.3	68	70.0	63.13	(6.87)	(10.0)
Norfolk Detachment	100.7	?	104.0	92.7	(11.3)	(10.9)
<b>Combined Total</b>	<b>158.0</b>					

\*Under the “Integrated Detachment” model, includes municipal (contract) and Provincial responsibilities (waterways, Prov. Parks, First Nations). Reflects all sworn members.

\*\* Haldimand Council’s decision to implement dedicated detachment due to resource allocation shortages from combined H&N Detachment. This authorized strength was consistent with the information provided by the OPP in 2007 during the contract arbitration so assume has remained constant over the intervening years.

\*\*\* Source = OPP’s 3 Year Action Plan; 2014 Detachment Personnel data includes full Authorized Strength, including Leaves of Absence, whereas 2017 excludes Leaves of Absence so numbers are understated in terms of “Authorized Strength”.

**Questions:**

1. The OPP’s Action Plan template was changed, with the 2017-2019 update, to exclude Leaves of Absence. Since those vacancies are constantly changing, why was this done?

**Answer:**

The data that was used in 2014 was based on **staff strength** headcount, which does include leaves of absence but does not include LTIP, unclassified civilians and casual/part time police.

The data used in the current Action Plan aligns with our reporting in the annual report and within the Ministry – we now use **staff strength FTE** measure. Staff Strength FTE does not reflect vacancies since it is a measure of “workforce” and not positions. The cap inclusion staff strength FTE methodology automatically excludes: students, seasonal, interns, leaves of absences whether paid or unpaid (e.g. LTIP, maternity/paternity, adoption, legislated severance-salary continuance, self-funded leave).

The appropriate measure to use (i.e. headcount vs FTE) depends on the information required and/or explicitly requested. For example, headcount is the appropriate measure for uniform and equipment procurement and for determining joint health and safety committee/representative requirements. Conversely, FTE is the appropriate measure where salary and wages or work load are concerned as it provides a more accurate reflection of the work being performed.

Also bear in mind that the measurement is an annual one-time snapshot so ssFTE is a better measurement than headcount particularly if “vacancies are constantly changing”.

(OPP Strategy Management Bureau)

**2. Can we assume that the authorized uniform strength of Haldimand County Detachment remains at 70.0 (as reported in the 2014-2016 Action Plan)?**

**Answer:**

The total uniform approved staff remains at 70.

**3. If not, how are changes to the authorized strength determined and when are they reported to the Police Services Board?**

**Answer:**

Not applicable (see question 2).

(O.P.P. Municipal Policing Bureau)

**4. What decision making process does the Western Region (and OPP Orillia, if applicable) use to fill vacancies within a detachment? Is there a specific minimum staffing level that is viewed as “adequate” before uniformed members are transferred from other Detachments?**

**Answer:**

Vacancies at all detachments are filled firstly from the *Lateral Transfer List* and then by requesting a recruit or experienced police officer.

Under the new costing model, we no longer provide authorized strength but it is based on service and usage, rather than FTEs. Under the new Safer Ontario Act, there will be no contracts with municipalities

In relation to adequacy, we have shifted to more meaningful measurements with focused patrols, situation tables, crime prevention and community mobilization. Statistically, Haldimand County is doing very well, with less billable calls for service. Less officers does not necessarily mean a decrease in adequacy.

**Staffing Levels:**

**O. Reg. 267/14 Section 2. – Number of Officers**

O. Regulation 267/14 directs the Ministry/OPP on the calculation of the “amount payable by municipalities for OPP services”.

**ONTARIO REGULATION 267/14  
AMOUNT PAYABLE BY MUNICIPALITIES UNDER SECTION 5.1 OF THE ACT FOR ONTARIO  
PROVINCIAL POLICE SERVICES**

All language and definitions are specific only to the calculation of the cost for OPP policing services.

For further clarity this Regulation does not provide direction to the OPP on operations and service delivery.

The reference to “annual number of officers required for municipal policing services” in Section 2 is specific to the calculation of staffing numbers that are used in the OPP Billing Model for the “target year”. As detailed in the section below the staffing in the billing model is based on “detachment staffing” and “workload” in the “four-year period that precedes the year preceding the specific year”. For example the staffing in the 2018 Annual Billing Statement is based on staffing and workload from 2013-16.

O. Reg. 3/99 Adequacy and Effectiveness of Police Services provides guidance on policing operations and services.

**Average annual number of officers required for municipal policing services**

**2. (1)** For the purposes of this Regulation, the Average Annual Number of OPP Officers Required for Municipal Policing Services by an integrated detachment in respect of a specific year is the average annual number of OPP officers that the detachment would have needed during the four-year period that precedes the year preceding the specific year, in order to provide municipal policing services, had the only services those officers provided been municipal policing services.

(2) The Commissioner shall determine the Average Annual Number of OPP Officers Required for Municipal Policing Services by an integrated detachment in respect of a specific year, whenever that number is required for purposes of a calculation under this Regulation.

(3) The Commissioner shall base his or her determination on an analysis of the workload of the OPP officers in the integrated detachment during the four-year period and, in analyzing the workload, the Commissioner shall consider the types of roads patrolled by OPP officers assigned to the detachment, the availability of OPP officers assigned to the detachment to respond to calls for service in light of the level of demand for the officers to provide other policing services, the types of calls for service received by the detachment and the need for multiple OPP officers to respond to certain types of calls for service for safety reasons.

(O.P.P. Municipal Policing Bureau)

**5. How are new recruits prioritized and assigned to Detachments that have vacancies?**

**Answer:**

In order to prioritize the assignment of recruits, the Uniform Recruitment Section requests each region provide a current list of vacancies for their detachments. This list is prioritized regionally; however Uniform Recruitment makes the final determination on where recruits will be deployed.

(O.P.P. Municipal Policing Bureau)

**6. How are secondments from a Detachment authorized if there is a vacancy problem?**

**Answer:**

The authorization of secondments (Temporary Assignments) is at the discretion of the Detachment Commander, in consultation with Regional Command.

(O.P.P. Municipal Policing Bureau)

**7. What are the long term plans for ensuring adequate resources are assigned to the Detachment?**

**Answer:**

The OPP is committed to providing adequate & effective services as required under the Police Services Act. Legislated services such as crime prevention, law enforcement, assistance to victims of crime, public order maintenance and emergency response

services are currently provided and will continue to be provided to the residents of Haldimand County. The OPP assess and reassess all internal operations and continuously invests in the latest technology available.

(O.P.P. Municipal Policing Bureau)

**Answer:**

West Region Staff Development and Regional Command will continue to work with Detachment Command and the Career Development Bureau to ensure adequate resources are assigned to the Detachment.

Additionally, West Region will deploy resources when a major occurrence or other event requires additional support not limited to: frontline, emergency response, tactical response, negotiators, incident commanders, forensic identification, criminal investigators, highway safety team, commercial vehicle inspectors, collision reconstructionists, technical collision investigators etc.

(O.P.P. West Region Staff Development and Regional Command)

**References:**

## **ADEQUATE & EFFECTIVE POLICING :**

### **OPP Deployment Model:**

The model historically used by the OPP to provide municipal policing proposals was based on the methodology developed by the Illinois State Police. It encompassed 5 parameters which were used to calculate the number of uniformed members required for a specific municipality, including:

1. Detachment Characteristics (area and linear information)
2. Availability factor for officers (ave. # of hours an officer is not able to be deployed for front line response)
3. Calls for service
4. Policing standards (i.e. 2 constable patrols during specific hours)
5. Patrol Requirements (number of officers required for patrol and patrol-related activities base on the # of kilometers of roads and traffic volumes.)

### **Questions:**

#### **1. Is this model still used by the OPP?**

##### **Answer:**

Yes. This model is still used to determine the number of municipal FTEs that are billed to municipalities across the province.

(O.P.P. Municipal Policing Bureau)

#### **2. If not, how are contract proposals for new detachments developed?**

##### **Answer:**

The Deployment Model is not used in the development of section 10 contracts. As of 2015, contracts do not include FTEs and instead include the statement below on service. The Commissioner/Field Operations and Region will determine the number of officers in each detachment that is required to provide adequate and effective policing. Detachment staffing is only one component of providing adequate and effective policing: municipalities often receive assistance from other detachments, regional and general headquarters. All of these areas are included in the statement below. Staffing requirements in a detachment or municipality continuously fluctuate and solely by detachment staffing numbers.

##### ***Service Levels***

8. (a) *Ontario shall cause the Commissioner to assign police officers and other persons to duties relating to the police services in and for the Municipality so as*

*to provide the municipality adequate and effective policing services.*

(O.P.P. Municipal Policing Bureau)

**3. If yes, how often is a detachment reviewed for changes using the same 5 parameters?**

**Answer:**

The Deployment Model data used in the Billing Model is updated each year to reflect the previous 4 years of data. (e.g., 2018 Annual Billing Statement includes workload data from 2013 to 2016).

(O.P.P. Municipal Policing Bureau)

**4. Are there other means of measuring and comparing the workload of Haldimand Detachment to other OPP detachments?**

**Answer:**

Analytics are utilized to prepare a weekly “Dashboard” report for Regional Command and Detachment Commanders that measures and compares the number and type of calls for service of each Detachment in West Region.

(O.P.P. West Region)

O. Reg. 3/99 Adequacy and Effectiveness of Police Services does not attempt to quantify or measure service levels. The Regulation is a list of services, policies, procedures and general requirements that a police service must provide. In specific cases they have the option to enter into an agreement for service with another police service under Section 7 of the PSA. There are minimum staffing levels for a small number of specific services (e.g., Public Order), but Crime Prevention, Law Enforcement do not include a “measurement” of what level of service is adequate. The excerpt below from the contract references the Regulation in Sections 12 and 14. Section 13 is more subjective, however the intent is the information contained in the PSB Reporting Tool.

**Section 10 Contract:**

**Adequacy Standards Regulation**

**12.** The O.P.P. shall undertake and be responsible for ensuring that all mandatory standards of adequate and effective police services as required by *Ontario Regulation 3/99* under the *Police Services Act* are met and maintained.

**13.** The Detachment Commander shall provide the Board with reasonable

documentation, as agreed upon between the Board and the O.P.P., to allow the Board to evaluate the services and satisfy itself that adequate and effective standards and policies are in place.

**14** It shall be the responsibility of the Board to monitor the delivery of police services to ensure that the provisions of the *Ontario Regulation 3/99* under the *Police Services Act* are satisfied on an ongoing basis.

(O.P.P. Municipal Policing Bureau)

### **Visible and Proactive Traffic Enforcement:**

Ontario Regulation 3/99, Adequacy and Effectiveness of Police Services took effect on January 1, 2001. It included a Law Enforcement section dealing with the requirement for procedures and processes on community patrol that set out when and where directed patrol is considered necessary or appropriate.

### **Questions:**

- 1. Is this section still in effect and, if so, how are the processes applied to Haldimand County and do we have enough front line uniformed officers to meet this standard?**

### **Answer:**

Yes, the section of the Regulation 3/99 is still in effect, specifically section 4 (2) provide community patrol consisting of general patrol and directed patrol in the areas and times where it is considered necessary or appropriate.

Haldimand County through its Action Planning process has embraced the use of analytics which maximizes data in the deployment of uniform resources. Focus patrols are conducted in the two main community safety categories of Traffic and Crime. In addition, the deployment philosophy of borderless policing and the implementation of the closest to the call policy enable resources to flow between surrounding detachments to respond to incidents which would normally exceed the capacity of a stand-alone detachment. Technology including analytics is increasing our ability to respond to incidents in our community in a more efficient manner.

In the recent OPP Community Satisfaction Survey for Haldimand County offered the following perspectives:

- 95.8 % of respondents felt very safe or safe in their community;
- 81.6% of respondents were very satisfied or satisfied with OPP visibility in their community;



- 87.8% of respondents were very satisfied or satisfied with OPP visibility on the highways; and
- Overall, 89.2% of respondents were very satisfied or satisfied with the quality of police service provided by the OPP. (This is significant increase since the 2014 survey of 83.7%).

(Haldimand O.P.P. Detachment Commander – Insp. Phil Carter)

**2. If we have enough resources, why are POA ticket issuance statistics at the lowest level in the County's history?**

**Answer:**

A number of factors have contributed to the decrease of POA tickets. The detachment has shifted its focus towards crime and the community perception on crime issues. The dynamics of policing in Haldimand County are unique. The shift in focus and the following mitigating factors played a role in the reduction as well:

- Continuous increase in calls for service year to year;
- The complexity of the investigations and legislative requirements: Domestic, Sexual assaults, Fraud and Mental Health Calls;
- Staffing challenges due to WSIB, Parental leave, Retirement Leave options;
- The creation of a Community Street Crime Unit to assist with drug, mischief and property incidents; and
- Ongoing reclamation issues specifically, Argyle Street closure in August and September.

The recent OPP Community Satisfaction Survey for Haldimand County indicated a statistically significant difference between the 2014 vs 2017 survey indicating yes to the following community issues:

- |                                  |                             |
|----------------------------------|-----------------------------|
| • Alcohol abuse                  | 2014 (39.1%) > 2017 (26.4%) |
| • Drug/substance abuse           | 2014 (50.6%) > 2017 (37.3%) |
| • Illegal grow ops or drug labs  | 2014 (30.1%) > 2017 (18.8%) |
| • Domestic violence              | 2014 (34.3%) > 2017 (17.2%) |
| • Child abuse                    | 2014 (23.8%) > 2017 (14.2%) |
| • Sexual assault                 | 2014 (20.5%) > 2017 (12.9%) |
| • Elder abuse                    | 2014 (19.0%) > 2017 (10.7%) |
| • Youth gangs                    | 2014(10.0%) > 2017 (5.0%)   |
| • Youth gathering on the streets | 2014 (18.2%) > 2017 (12.5%) |

(Haldimand O.P.P. Detachment Commander – Insp. Phil Carter)

### **OPP Officer Visibility:**

There have been ongoing concerns from Council, PSB members and the public regarding the adequacy of the current police resources. This has a direct impact on issues such as: proactive traffic enforcement, foot patrol, community policing, paid duty, etc.

### **Questions:**

- 1. A previous Haldimand OPP Detachment Commander centralized the daily officer reporting to Cayuga HQ, whereas the original contract required a Dunnville and Caledonia reporting location. This helps keep officers in the local communities and reduces inefficient travel time from Cayuga to other County locations. Can these sub-office reporting locations be reinstated? If not, why and is that consistent with all OPP Detachments, including Norfolk? (Note: Norfolk lists 7 “sub-offices” in their 2017 Action Plan.)**

#### **Answer:**

The OPP has over time made our service delivery much more efficient with the introduction of various forms of technology that reduces the time spent by officers in detachments and more time out in their communities. In order to provide a location for the police and public to interact, and to facilitate the delivery of police services in a community, the municipality may choose to establish Community Policing Offices (CPOs). Where such offices exist, they are usually equipped with telephone and computer capabilities for use by officers assigned to the municipality. Any decision on the establishment of a CPO in Haldimand County rests entirely with County Council and any associated costs will be the responsibility of the County.

(O.P.P. Municipal Policing Bureau)

#### **Answer:**

As noted, the option for Community Policing Offices (CPOs) exists for all Detachments. The number of “report-in” locations will depend on the Detachment; however the current practice has seen a reduction in these “report-in” locations as a result of increased efficiencies through the use of technology.

With reference to Norfolk Detachment, there is one “report-in” location in Simcoe and a number of Community Policing Offices (CPOs) located throughout the County.

(O.P.P. West Region Command)

- 2. Have the OPP technology initiatives (mobile, civilian data entry, etc.) generally resulted in OPP officers spending more time in the “office” or out in the community?**

**Answer:**

In conjunction with our Strategic Plan, the OPP has made considerable investment in various forms of technology to assist officers with their day to day functions and essentially transforming their patrol vehicles into mobile offices. With the introduction of mobile workstations, Automatic License Plate Recognition (ALPR) technology, printers etc. within their patrol vehicles, officers have shown to be more proactive and engaged within their communities than being within a detachment for patrol purposes. Supporting technology such as Civilian Data Entry (CDE) has also shown to assist officers with spending more time outside rather than in a detachment. The OPP utilizes the Daily Activity Reporting (DAR) system to record the time and location an officer works throughout their tour of duty. We are continually assessing operations, analyzing crime trends and leveraging technology to become more efficient and cost effective while maintaining the safety of our members and the communities we serve.

(O.P.P. Municipal Policing Bureau)

- 3. Are OPP officers required to log a set/specific amount of time for each call for service or is it based on the actual time needed to respond (i.e. New billing model allocates calls for service with different weighting depending on severity)? Is that a requirement to adhere to, from an operational perspective, or can they be more efficient in their handling of a call in order to return to proactive policing? (local officers imply that must adhere to those time standards.)**

**Answer:**

In the Billing Model the average weighted time for a particular type of call (Time Standard) has been determined by averaging the actual time on these calls using the latest 4 years of available data. The Time Standards are updated each year to reflect the last 4 years of available data. The Time Standards in the Billing Model do not impact the time an officer spends on a call. Detachment officers would not be aware of these Time Standards and respond to calls for service in the most efficient manner possible.

(O.P.P. Municipal Policing Bureau)

- 4. Platoons: In 2002, the OPP provided a map indicating that Haldimand County required 6 “zones” with “optimum deployment” of 8 constables at any given time (excluding the front line OPP resources needed for Provincial duties.) Do we still**

**plan for deployment of 8+ constables for regular deployment in Haldimand on 24/7 basis? If not, what has changed and why?**

**Answer:**

That map and the suggested deployment of resources from 2002 is outdated and no longer used by the OPP. The deployment of resources is now based on integrated response model which is matched to analytics that ensures Community Safety. In addition this strategy is an efficient use of personnel at the expected times of calls for service and balances the workload for officers.

(Haldimand O.P.P. Detachment Commander – Insp. Phil Carter)

- 5. Auxiliary officers: Since 2003, there have been 15 auxiliary officers assigned to the Haldimand Detachment to provide assistance to the sworn members. How many are currently assigned and is that the right number to be able to assist the sworn members?**

**Answer:**

Haldimand County Auxiliary Unit has an authorised complement of 18 members. Currently we have 13 active members. Recruiting is a constant challenge, over the past year 2 auxiliary members accepted employment with the Royal Canada Mounted Police. We currently have 3 applicants awaiting the next training session.

Historically the average strength of the Auxiliary Unit is 15 members which is adequate to meet the needs of the Community.

(Haldimand O.P.P. Detachment Commander – Insp. Phil Carter)

### **DEMOGRAPHICS:**

2016 Uniformed members (sworn officers) per 100,000 population (reference Statistics Canada which includes municipal, provincial and federal police forces):

<https://www.statcan.gc.ca/pub/85-002-x/2017001/article/14777/tbl/tbl01-eng.htm>):

- Canada wide = 189.5
- Ontario = 191
- Norfolk = 162.4
- Haldimand = 153.5

Population	2001	2016 *	% increase
Haldimand	41,133	45,608	11%
Norfolk	61,442	64,044	4%

June 2018

\*excludes impact of Caledonia population growth starting in fall 2017 re Avalon (Empire) development

### **POPULATION SERVED PER UNIFORMED MEMBER (Sworn officers)**

Based on 2016 authorized strength and population:

- Norfolk = 615.8 persons per uniformed member
- Haldimand = 651.5 persons per uniformed member

Haldimand has **5.5% fewer officers per capita** than Norfolk in BEST case scenario (assuming all positions filled – no vacancies).

### **Questions:**

**1. What is OPP average # of officers per 100,000 population?**

- Province-wide
- Western Region
- Detachments with populations greater than 25,000

**Answer:**

The Statistics and Predictive Analytics unit has done some work working out # of officers per set population, however, obtaining population data that aligns with all OPP detachments is difficult, therefore, and the work was set aside. A reliable source for the population needs to be established and obtainable at a jurisdictional boundary level. More importantly, this is currently not being undertaken as it is not a reliable indicator of predicting policing demands. A large population with little to no demands for service may actually require less front line constables than a smaller population with extremely high policing demands. The best way to visualize this would be the Ontario Community Mobilization and Engagement Model of Community Policing.

(O.P.P. Business Management Bureau)

**2. Why would Haldimand's authorized strength be set at a lower level per capita than Norfolk's given that the individual municipal contracts flowed from the same Deployment Model at the same time?**

**Answer:**

As noted above staffing is not a valid methodology to determine staffing levels. Further, it would be incorrect to compare staffing in one detachment to another based on the population in municipalities as the provincial workload components of each detachment are different. Staffing in Haldimand and Norfolk are not solely based on municipal policing requirements.

Additionally, instead of focusing on staffing, the municipality of Haldimand should look to more constructive measures of policing effectiveness as detailed in the PSB Reporting Template that is provided to their Board. These measures are a far better indicator of the service provided to Haldimand than staffing.

(O.P.P. West Region Command)

- 3. Given that Haldimand Detachment's authorized strength appears to have been historically set at a lower level than comparable contract municipalities, is there a planned review or process to increase the number of officers permanently assigned to this detachment as a "reset"?**

**Answer:**

The OPP has moved to an integrated resource model which enables OPP resources to economically flow between County / Municipal boundaries to meet the safety needs of the Community. The review of weekly and monthly analytics are utilized to determine the need for deployment of additional personnel to a short term or long term events within a given contract location.

(Haldimand O.P.P. Detachment Commander – Insp. Phil Carter)

- 4. If not, how can this resource discrepancy be justified as the "right" starting point for implementation of the revised OPP cost allocation model in 2015? That model's premise is that the base authorized strength, per detachment, has been rationalized/equalized and is the correct starting point. Changes in the cost allocation, from 2015 forward, then relate only to future changes in property counts and calls for service. If it isn't fair as January 1, 2015, how does it get fixed?**

**Answer:**

The Billing Model is based on municipal workload and not on detachment FTE strength. Each municipality is billed based on the level of activity (measured by reactive calls for service) occurring there and a charge for base services. The Billing Model does not attempt to link the cost billed to a municipality to the "right" detachment strength. Individual detachment staffing is independent of the Billing Model.

(O.P.P. Municipal Policing Bureau)