

HAMILTON POLICE SERVICE

RECOMMENDATION REPORT

TO:	Chair and Members		
10.	Hamilton Police Services Board		
BOARD MEETING DATE:	December 15, 2022		
SUBJECT:	2023 Operating and Capital Budget		
REPORT NUMBER:	22-109		
SUBMITTED BY:	Frank Bergen, Chief of Police		
SIGNATURE:	2 Jun		

RECOMMENDATION(S)

That the Hamilton Police Service Board (Board):

- 1. Receive and approve the proposed 2023 Hamilton Police Service (HPS) operating and capital budgets, resulting in a total combined budget of \$195,851,008.
- 2. Submit the proposed 2023 combined budget to the City of Hamilton (City) Council for approval.

Key Facts

- Under the provision of the *Ontario Police Services Act (Act)*, the Board is responsible for providing adequate and effective police services in the City.
- In accordance with Section 39 of the Act, the Board is required to submit operating and capital estimates that show the amount required to maintain the police service.
- The Act identifies that municipalities shall also provide the police services with the support systems, buildings and equipment they need, so they can carry out their activities.
- The Board submits the funding request to City Council for the upcoming year after reviewing and approving the Service's detailed budget submission.
- The proposed 2023 combined budget of \$195.85M reflects the cost of providing adequate and effective police services in the City.
- The proposed 2023 combined budget is a 6.71% increase to the approved 2022 budget.

PSB 22-109 Page 2 of 14

EXECUTIVE SUMMARY

The proposed 2023 combined budget includes resources necessary to support adequate and effective policing for the City. This resource requirement is based on adequacy standards as mandated under the *Police Service Act* best practices developed within the policing industry in response to public safety concerns and the Board's Strategic Plan.

The 2023 budget development process included an environmental scan, as well as an internal scan, to identify any potential cost pressures on existing expenditures and/or opportunities from emerging best practices in policing. An internal scan included a line-by-line program review that compares program budgets to historical spending patterns, identifying pressures from workload demand and consideration for strategies to provide a more efficient service delivery model.

The HPS Senior Leadership Team (SLT) has performed comprehensive budget submissions, planning and budget reviews of their Division, Branches, Units and program areas as part of the proposed 2023 budget.

The HPS SLT, along with the Board's Budget Sub-Committee, engaged in a budget deliberation and examination of the proposed 2023 combined operating and capital budget arriving at the request of \$195.85M (2022 - \$183.54M), an increase of 6.71% over the approved 2022 combined budget. The proposed 2023 combined budget represents increases to both operating and capital expenses, as highlighted in sections below.

In order to maintain adequate service delivery, meet increasing workload demands, address the growing complexity of policing, an increasing crime severity index and ensure front-line policing is supported, eighteen (18) new Civilian FTEs were included with the thirteen (13) Sworn FTEs that were previously approved as part of the 10-year Human Capital deployment.

The HPS is consistently looking for innovative and fiscally responsible approaches to better provide services to the community as well as processes to most efficiently and effectively utilize the existing resources.

FINANCIAL - STAFFING - LEGAL IMPLICATIONS

Financial

As detailed in the table below, the proposed 2023 combined budget (Operating + Capital) represents an overall increase of \$12.31M or 6.71% over the approved 2022 combined budget.

	Approved	Proposed	2023 Proposed	
Description	2022 Budget	Increase	Budget	% Increase**
Operating Budget	\$180,133,354	\$ 9,887,128	\$190,020,482	5.39%
Capital Budget	\$ 3,409,185	\$ 2,421,341	\$ 5,830,526	1.32%
Total HPS Budget	\$183,542,539	\$12,308,469	\$195,851,008	6.71%

^{**%} increase over the approved 2022 combined budget, anomalies due to rounding.

PSB 22-109 Page 3 of 14

Staffing

The proposed 2023 budget request reflects the following FTEs:

- 13 Sworn 4th Class Police Constables (10-year Human Capital deployment)
- 18 Civilian Service wide

Legal Implications

Not applicable.

INFORMATION

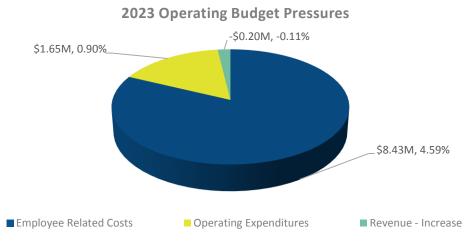
In accordance with Section 39 of the *Police Services Act*, the Board is required to approve annual budget allocations to provide the funding necessary for Police Service operations. The annual operating and capital budgets, along with strategic planning documents, including the Strategic Plan, enable the Service to establish and achieve its strategic priorities, while meeting the policing needs of the community, in an adequate, effective and efficient manner.

A comprehensive budget review was conducted which involved analyzing all expense and revenue categories for the past three (3) years, reviewing current year-to-date actuals, as well as evaluating additions for mandatory and non-discretionary expenses. The challenge is to identify a sustainable reduction of non-essential items and services while balancing the legislative requirements of the *Police Service Act*. This remains a complex and challenging task as the resource and staffing costs account for approximately 90.85% of the proposed 2023 operating budget.

2023 OPERATING BUDGET (Appendix A)

The proposed 2023 operating budget is \$190.02M, which is a \$9.89M or 5.39% increase to the 2022 approved combined budget.

The chart below summarizes the key drivers for the net increase of \$9.89M, which are explained in sections to follow.



PSB 22-109 Page 4 of 14

Employee Related Costs

	Increase	%* *
Salary/Wages/Court & Overtime — Collective Agreements, Merit, Performance Pay etc.	\$3.17M	1.72%
Benefits — OMERS, Gov't, Employer Benefits etc.	\$1.95M	1.05%
Annualization of 2022 FTEs — Sworn (10-year Human Capital, Salary & Benefits)	\$0.99M	0.54%
New 2023 FTEs — Sworn — (10-year Human Capital & Backfills, Salary & Benefits)	\$0.72M	0.40%
Front-Line Premium	\$0.41M	0.23%
WSIB - Budget Recovery - Allocation from City	\$0.62M	0.34%
Employee Related / Base Cost	\$7.86M	4.28%
New 2023 FTEs - Civilian (Salary & Benefits)	\$0.57M	0.31%
Total Employee Related Costs – Incremental Increase	\$8.43M	4.59%

^{**%} increase over the approved 2022 combined budget, anomalies due to rounding

Employee related costs will increase by \$8,428,568 or 4.59%. This category reflects and accounts for all the organizational restructuring that has occurred during 2022 year, which resulted in nominal cost savings. The employee related costs represents our human resource costs which is approximately 90.85% of the total proposed 2023 operating budget. Employee related costs represent the most significant budget pressure each year, mainly related to the negotiated collective agreements.

The following are the major cost pressure contributors of employee related costs:

- Collective agreement, performance pay, natural step/grade progressions, merit and job evaluation increases are the main cost drivers for the 2023 operating budget. An estimated percentage is used to reflect a potential contractual increase for the 2023 budget.
- Annualization of the thirteen (13) sworn staff expansion of September 2022 hire, as part of the 10-year Human Capital plan introduced in 2022. The HPS embarked on a 10-year Human Capital plan to ensure the number of Police Officers is commensurate to the City's expected population growth. Each year until 2030, an additional thirteen (13) Police Officers will be added in order to maintain the current Cop-to-Pop (population) ratio of 146 Officers per 100,000 population. Despite the implementation of the 10-year Human Capital Plan, the HPS Cop-to-Pop ratio will remain below the national and provincial rates of 183 and 176, respectively.
- The budget reflects an additional thirteen (13) 4th Class Constables in 2023, with an effective start date of September 2023, with an impact of 0.23%.

PSB 22-109 Page 5 of 14

	Amount
Salary	\$997,428
Benefits	286,209
Total – Annual Impact	\$1,283,637
Total – 2023 Impact	\$427,879
2023 Impact %	0.23%

- During 2022, the HPS received a three (3) year grant funding through the Community Safety and Policing (CSP) grant program. This allowed HPS to increase the number of officers by three (3) new Constable positions in the Crisis Response Branch (CRB), specifically Social Navigator Program (SNP). The grant funding covers 96% of salaries and benefits for the three (3) Officers, which specifically focuses on individuals struggling with homelessness, mental illness and addiction. Should the funding cease, authorized strength will be reduced accordingly and members will be reassigned to the positions that become vacant through attrition. This is Board approved through the PSB 22-060.
- Addition of eighteen (18) new Civilian FTEs is included in the proposed 2023 budget, with an impact of 0.31%. Civilians support officer activities in various areas and roles. Civilians are also impacted by increased workload and calls for service including supporting front-line, technology, records management, and taking calls into the communication centre etc. The breakdown on the eighteen (18) Civilian positions is provided in *Figure 1*.

	Amount
Salary	\$1,731,650
Benefits	471,340
Total – Annual Impact	\$2,202,990
Total – 2023 Impact	\$570,048
2023 Impact %	0.31%

 Front-Line Premium (FLP) – With the recent settlement of the Collective Agreement, any sworn member who has completed five (5) years of service and is assigned to front-line patrol shall receive a 3% premium of the 1st Class Constable salary. The FLP will be introduced on a gradual basis beginning on January 1, 2023, with a full implementation by July 1, 2025. As a result, the budget will increase by approximately \$0.41M to fund FLP.

	Jan 1/23	Jul 1/23	Jan 1/24	Jul 1/24	Jan 1/25	Jul 1/25
FLP Implementation	0.50%	1.00%	1.50%	2.00%	2.50%	3.00%

• The Service is experiencing significant increases to employer provided and statutory benefits (ie. OMERS, health & dental rates, EI & enhanced CPP), as well as retiree benefits. These benefits are projected to be \$1.95M over the 2022 approved budget. The increase reflects the cost of inflationary pricing impact as well as increase in health and dental benefit rates to account for actual claim costs resulting from rising rates and usage.

PSB 22-109 Page 6 of 14

 Cost allocation from the City for WSIB recovery accounts for a 0.34% increase, as there have been higher WSIB actuals due to presumptive legislation and posttraumatic stress disorder claims.

The 2023 operating budget does not reflect any potential impact that might result from the expiration of the Senior Officers' Association (SOA) Collective Agreement on December 31, 2022. Bargaining with the SOA will commence in early 2023. An estimated percentage increase was used to reflect potential contractual increases for 2023. The increase was determined by reviewing Ontario's Big 12 Police Services with Collective Agreements in place.

Figure 1

The following is the breakdown of the eighteen (18) Civilian positions that are included in the proposed 2023 budget:

Positions	# of FTEs
Communications Operators	8
Digital Evidence Clerks	2
Special Forensic Assistants	2
IT Project Management Specialist	1
Programmer/DBA – Niche Developer	1
Help Desk Team Lead/Supervisor	1
System Administrator	1
Desktop & Mobile Support Technician	1
Financial Coordinator	0.50
Recruitment & Outreach Specialist	0.50
Total Civilian FTEs	18

PSB 22-109 Page **7** of **14**

Operating Expenditures

	Incr/(Decr)	%**
Financial	\$0.17M	0.09%
Material and Supplies	\$0.31M	0.17%
Vehicle Expenses	\$0.51M	0.28%
Building and Grounds	\$(0.02)M	(0.01)%
Consulting	\$(0.04)M	(0.02)%
Contractual Services	\$0.51M	0.28%
Cost Allocation — from the City	\$0.21M	0.11%
Total Operating Expenditures – Incremental Increase	\$1.65M	0.90%

^{**%} change over the approved 2022 combined budget, anomalies due to rounding

Operating Expenditures will increase by \$1,653,863 or 0.90%. The following is a summary of the cost pressures contributing to the increase on the 2023 budget over the approved 2022 budget:

- The Service has increased its financial costs due to an increase in the cost of psychological assessments and costs associated with legal matters, inquest indemnification, and human rights tribunals.
- The cost associated with material and supplies is expected to increase by \$0.31M. This increase is mainly attributed to rises in licensing fees of \$0.28M for software licenses including deployment of new features of Microsoft Office365, external website, Digital Evidence Management and proof of concept licenses. Also, a new version of the service monitor software is required in order to perform testing and facilitate repairs on the new APX series radios. The current version is end of support and software updates are not available.
- The cost associated with vehicles is expected to increase by \$0.51M or 0.28%. The
 major cost affecting vehicle supply costs is the increase of fuel cost. The 2022
 budgeted rate was set at \$1.10/liter versus \$1.60/liter for 2023, as recommended by
 the City.
- Decrease in building and grounds category is mainly due to the reduction of one-time building repairs, which is offset by increases in dry cleaning services due to anticipated new contract price and increase in utilities mainly for the ISD building due to anticipated price increase as per the City's budget guidelines, including the cooling capacity and O&M charges. This resulted in net budget impact of \$(0.02)M or (0.01)%.

PSB 22-109 Page 8 of 14

 Consulting – decrease is mainly due to the one-time reduction in costs associated with Board's Strategic Plan.

- The 96.64% or \$0.49M increase in contractual services category is due to an increase in grant funding through the CSP. The grant funding allowed HPS to partner with outside community partners. The grant funding will pay for the partnering/hiring of six (6) community partner civilian positions to create the Rapid Intervention Support Team (RIST). The funding provided has no impact to front-line staffing or the budget as the increase is offset by the increase in CSP funding, as noted in the revenue section of this report.
- Cost allocation category will increase by \$0.21M or 0.11%. This increase is mainly
 due to increases in costs associated with the City's services chargeback for
 insurance costs, payroll, courier services etc. The City's insurance premiums have
 slightly increased for 2022 and, like all other City departments, the HPS share of the
 insurance allocation has increased which is based on the insurance premiums,
 claims and administration.

Revenues

	Incr/(Decr)	%**
Grants and Subsidies	\$(0.68)M \$ 0.28M <u>\$ 0.24M</u> \$(0.16)M	(0.09)%
Fees and General - increase	\$(0.03)M	(0.02)%
Total Revenues – incremental increase	\$(0.20)M	(0.11)%

^{**%} change over the approved 2022 combined budget, anomalies due to rounding

The Service receives funds to offset its gross expense from third-party agencies in the form of provincial grants, revenues received for positions seconded in provincial initiatives. This category also includes fees and general related to Special Duty and fees for services related to employment and volunteer records checks. For the 2023 budget, the Service will recognize a gross revenue increase of \$(195,303) or (0.11)%. The following are the contributors to the increase in this category.

Grants and Subsidies

 Increase in grants and subsidies is mainly from the increase in the CSP grant recently approved for the period of April 2022 to March 2025. This grant program specifically funds two programs, CRB and RIST, and any unspent funds must be returned to the province. PSB 22-109 Page 9 of 14

 The CSPT grant 2022 contract received is \$0.24M lower than 2021 levels, which was the budgeted amount for 2022. This reduction is to align and reflect the actual 2022 funding level.

 Police fees from the province includes seconded recovery monies to reimburse the Service for Officers seconded to provincial initiatives. For the 2023 budget, seconded revenue will reduce by \$0.24M. This reduction is a result of two secondment contracts ending with the OPP.

Fees and General

• Change represents increase in transactional user fees to remain in check with increases to costs related to service delivery. The increase has no impact to the budget as the increase is offset with the increase in operating expenditures section.

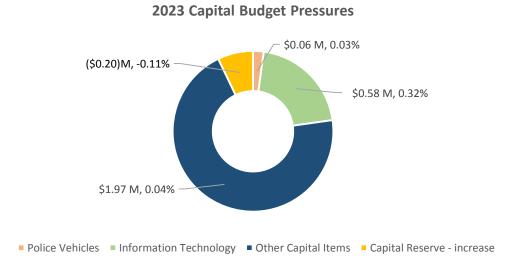
The 2023 budget base revenue includes funding of \$0.58M (2022 – \$0.58M) from the Police Tax Stabilization Reserve to mitigate some of 2023 budgetary pressures.

Appendix A summarizes the incremental increase/decrease in budgeted revenues for 2023.

2023 CAPITAL BUDGET (Appendix B)

The proposed 2023 capital budget is \$5.83M, which is a \$2.42M or 1.32% increase to the 2022 approved combined budget. The HPS adheres to the City's policy and practice for capital expenditures, which is defined as any capital asset greater than \$50,000 with an estimated useful life greater than one (1) year. The proposed 2023 capital budget includes lifecycle and growth requests for fleet, information technology hardware, portable issued radios, electric vehicle infrastructure, roof/parking replacement, diesel tanks etc.

The chart below summarizes the key drivers for the net increase of \$2.42M.



PSB 22-109 Page 10 of 14

Police Vehicles

The \$2.63M request, an increase of \$0.06M or 0.03% over the approved 2022 combined budget, was previously approved by the Board through PSB 22-088. The amount is anticipated to be spent on the purchase and up-fitting of thirty-eight (38) vehicles. The make and model will be finalized and dependent on the 2023 Vendor of Record (VOR) pricing. Included in \$2.63M request is a replacement of Metalcraft Interceptor Vessel engines¹, as well as Court Security/Prisoner vehicle¹, which are part of the HPS Projected Capital Expenditures: 2023-2032 report (PSB 22-085). These items are to be considered by the City for funding in 2023.

<u>Information Technology</u>

This category represents a request of \$1.23M, an increase of \$0.58M or 0.32% over the approved 2022 combined budget. The following are the significant contributors to the increase in this category:

- Server/Storage \$0.20M is estimated in 2023 to support the server/storage expansion to accommodate ongoing growth of network shares. This will result in an improved ability to respond to ever changing technology and device storage capacity.
- Network/Security \$0.30M is requested in 2023 to replace core network devices.
 These devices provide network connectivity and security for all the critical infrastructure and application for the Service.
- Personal Issued Radios \$0.16M request represents a one-time purchase of personal issued portable radios to account for new headcount where radio budget was not included.
- Other \$0.02M request represents replacement of computers/desktops/tablets.
- CCTV \$(0.10)M reduction is from decrease in CCTV camera expansion.

Other Capital Items

This category represents a request of \$2.47M, an increase of \$1.97M or 1.08% over the approved 2022 combined budget. The below are drivers for the increase in this category:

- Roof Replacement¹ Station 10 Phase 3 \$0.68M is estimated for Phase 3 roof replacement as it has exceeded its useful life expectancy. This is an on-going multiyear project that began in 2020.
- Parking Lot Replacement¹ Station 20 request of \$0.85M is for the parking lot replacement. As identified by Walter Feddy, through the Building Condition Assessment, Station 20 is in a need of a complete parking lot replacement as patchwork repairs are no longer feasible.
- Standby Generator Diesel Fuel System Upgrade¹ Station 30 request of \$0.32M is for the upgrade of the Standby Generator Systems, an emergency standby power

PSB 22-109 Page **11** of **14**

generator. The generator fuel systems do not meet current Technical Standards Safety Authority (TSSA) standard requirements and requires upgrade to be legislatively compliant.

- Electric Vehicle (EV) Infrastructure through PSB 22-074, the Board approved funding contribution of \$0.13M towards the EV Charging Station Infrastructure project. The total cost of the EV Project is \$0.26M, 50% to be funded by the Zero Emission Vehicle Infrastructure Program (ZEVIP) and 50% by the Service. This will allow the Service to install a total of twelve (12) EV charging stations, which includes ten (10) Level Two Dual Connector Chargers and two (2) Level Three Direct Current Fast Chargers. This funding will position HPS for the future of its fleet which will include electric vehicles. Chargers to be installed at Stations 20, 30 and the ISD Building. Additional project and infrastructure costs not funded by ZEVIP will be requested through future annual capital budget.
- Body Armour request of \$0.09M reflects the increase from combination of usage and anticipated price as the current contract for body armour expired in February 2022.
- Pedestrian Pavers¹ Station 20 request of \$0.05M is for the replacement/regrading
 of shared used path that accommodates pedestrians to access the Station. There
 are visible signs of crumbling surface, including spalling, scaling and popouts. This
 can lead to structural damage to shared use path, which can result in accessibility
 issues and tripping hazards.
- Chubb Panel Upgrade reduction of \$(0.15)M is from one-time upgrade and replacement of the security access system panels.

¹Represents capital items included in the HPS Projected Capital Expenditures: 2023-2032 report (PSB 22-085). A more detailed explanation of the noted items can be found in the PSB 22-085.

Reserves – Capital

Contribution from reserves account for \$(0.50)M in the 2023 budget, which is an increase of \$(0.20)M over the approved 2022 combined budget. A total of \$(0.38)M is to come from the Police Capital Reserve and \$(0.12)M from Police Tax Stabilization Reserve. The funding will offset some major equipment/technology purchases.

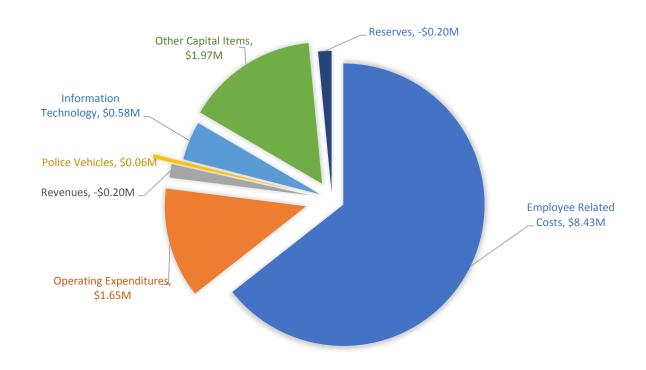
It is important to note that drawing on the HPS reserves to reduce budgetary pressures is not a recommended long-term strategy as it will not be sustainable and will have negative impacts on future budgets as well as reserve balances. PSB 22-109 Page 12 of 14

2023 BUDGET SUMMARY – Combined Operating & Capital Budget

	2022	2023	2023	
Description	Approved	Proposed	Proposed	%
	Budget	Budget	Increase	Increase**
Operating Budget				
Employee Related Costs	\$172,944,045	\$181,372,612	\$ 8,428,568	4.59%
Operating Expenditures	\$ 19,079,240	\$ 20,733,104	\$ 1,653,864	0.90%
Revenues	\$(11,889,931)	\$(12,085,234)	\$ (195,303)	<u>(0.11)%</u>
Total	\$180,133,354	\$190,020,482	\$ 9,887,128	5.39%
Capital Budget				
Police Vehicles	\$ 2,569,822	\$ 2,634,000	\$ 64,178	0.03%
Information Technology	\$ 648,760	\$ 1,231,466	\$ 582,706	0.32%
Other Capital Items	\$ 490,603	\$ 2,465,060	\$ 1,974,457	1.08%
Reserves	\$ (300,000)	\$ (500,000)	\$ (200,000)	<u>(0.11)%</u>
Total	\$ 3,409,185	\$ 5,830,526	\$ 2,421,341	1.32%
Total HPS Budget	\$183,542,539	\$195,851,008	\$ 12,308,469	6.71%

^{**}Anomalies due to rounding

2023 BUDGET PRESSURES



PSB 22-109 Page **13** of **14**

The total 2023 budget request amounts to \$195.85M, a combined budgetary increase of \$12.31M or 6.71% over the approved 2022 combined budget.

This requested increase represents the necessity to provide adequate and effective policing to meet the needs of the City, Collective Agreements and standards as mandated under the *Police Service Act*.

*Several Police Services throughout the Province receive budgeted assessment growth projection in their budget requests from their respective municipalities. If the HPS considers the same assessment growth projections of 1.00%, as provided by the City, the 2023 combined budget request would be 5.71%.

It is important to note that some of the capital items reflected in the 2023 budget request are also included in the *HPS Projected Capital Expenditures: 2023-2032 report (PSB 22-085).* The *PSB 22-085* request is incorporated in the *City's 2023 Tax Supported Capital Budget (FCS22081)* and is being considered by the City for funding in 2023. The City's FCS22081 approval was deferred from December 6, 2022 to January 20, 2023.

Should the City fund the capital items included in the 2023 budget request, there will be an additional \$(2.26)M or (1.23)% reduction to the 2023 budget request. This will result in the 2023 budget request reduction from \$195.85M to \$193.59M and a budgetary pressure reduction from \$12.31M to \$10.05M or 6.71% to 5.48%.

As a result, the following items could potentially come out of the 2023 budget request:

2023 Proposed Combined Budget % (before reduction)	\$195.85M	6.71%
Less: Potential Items funded by the City		
Parking Lot Replacement – Station 10	\$ (0.85)M	
➤ Roof Replacement — Station 20	\$ (0.68)M	
Generator/Diesel Tank – Station 30	\$ (0.32)M	
Marine Vessel Engine Replacement	\$ (0.20)M	
Court Security/Prisoner Vehicle	\$ (0.16)M	
Pedestrian Pavers – Station 20	\$ (0.05)M	
Total	\$ (2.26)M	(1.23)%
2023 Proposed Combined Budget %	\$193.59M	5.48%

MULTI-YEAR BUDGET (Appendix D)

The City initiated the multi-year rolling budget process in an effort to increase accountability and transparency for all City departments, boards and agencies, including the HPS. It provides the Board and the public with a better understanding of HPS cost drivers, services, and performance for both current and future budget years. *Appendix D* provides a table of the multi-year rolling budget for HPS for the period 2024 – 2026.

PSB 22-109 Page **14** of **14**

APPENDICES AND SCHEDULES ATTACHED:

Appendix A – 2023 Operating Budget Analysis

Appendix B – 2023 Capital Budget Analysis

Appendix C - 2023 Detailed Budget

Appendix D - 2024 - 2026 Multi-Year Budget Forecast

FB/S.Dzaferi

cc: Frank Bergen, Chief of Police Ryan Diodati, Deputy Chief – Operations Paul Hamilton, Deputy Chief – Support Sanela Dzaferi, Director - Finance