



## **The Regional Municipality of York Police Service Board**

Special Meeting of the Board  
September 16, 2024  
For Decision

Report of the Chief of Police

### **2025 Operating and Capital Budgets**

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#### **1. Recommendations**

1. That the Board approve the 2025 Operating Budget with a tax-levy impact of \$441,495,000;
2. That the Board approve in principle the outlook for 2026 with a tax-levy impact of \$469,007,000 for financial planning purposes;
3. That the Board approve the proposed 2025 Capital Spending Authority totalling \$40,114,000;
4. That the Board approve for financial planning purposes the 10-Year 2025-2034 Capital Outlook totalling \$237,054,000; and
5. That the Board forward the 2025 Budget information for the Treasurer's tabling of The Regional Municipality of York's Budget at Regional Council on October 24, 2024.

#### **2. Purpose**

This report requests the Board's approval of the proposed 2025 Operating budget, 2025 Capital Spending Authority, and Capital Outlook to 2034. Key highlights of the proposals include:

- The 2025 budget was developed to address rising crime trends in our communities.
- 2025 Operating request of \$441,495,000 with a \$31.4 million or 7.7% increase over 2024.

- Incremental costs include the addition of 154 additional staff, wage increase for existing compliments, and increases in expenditures.
- A 2025 Capital Spending Authority request of \$40,114,000, and a capital outlook to 2034 of \$237,054,000 include major facility, vehicle, information technology, communication and specialized equipment requirements.

### 3. Background

At its May 1, 2024 meeting, the Board's Finance Committee received a presentation on timelines for 2025 operating and capital budget in accordance with the proposed timelines communicated by Treasurer Laura Mirabella. The budget proposals have been reviewed by the Board's Finance Committee on May 22 and June 26 in 2024, and have received tentative endorsement. The proposals have been informed by crime trends, workload analysis, social trends, efficiency initiatives, modernization initiatives, demographics, legislative requirements and economic conditions on safer communities. The 2025 proposals have been developed with regular updates to York Region's Office of the Budget that has continued the desired close communication needed between finance staff of both organizations.

### 4. Analysis

#### **CRIME RATES**

At its May 22, 2024 meeting, the Board received a presentation showing crime levels have increased for four years. These statistics show a steady increasing case load, and that clearance rates have not kept pace. Maintaining community safety has become increasingly challenging. In 2023, citizen-generated calls to police increased by 44,725, or 17.3%, over the previous year. Violent crimes rose by 20.7%, and property crimes increased by 23.0% compared to the prior year. The rising rates of violent crimes, such as shootings and car-jackings, along with property crimes, particularly auto theft, highlight the need of increased resources and staffing. Organized crime groups operating within the Region have sophisticated networks that extend regionally, provincially, and nationally, necessitating complex and robust investigative teams and strategies to effectively combat these threats.

#### **COMMUNITY SAFETY AND POLICING ACT, 2019**

The *Community Safety and Policing Act, 2019* ("CSPA" or "The Act") was regulated into effect on April 1, 2024, replacing the *Police Services Act* (1990). The CSPA introduces significant changes aimed at modernizing police oversight, governance, and accountability in Ontario. For example, the CSPA establishes the Ontario Policing Discipline Tribunal ("OPDT") to handle disciplinary matters, creating a more transparent and independent oversight mechanism. The Act mandates the creation of Community Safety and Well-Being plans by municipalities, emphasizing a holistic approach to safety and involves collaboration between police, social services, and community organizations.

The CSPA continues to ensure that adequate and effective policing is provided in accordance with the needs of the population and having regard for the diversity of the population. The 2025 budget proposal includes funding for board governance, and to address active attacker regulations as part of a broader emphasis on preparedness and rapid response to public safety threats.

## 2025 OPERATING BUDGET OVERVIEW

Each year, the budget process provides an opportunity to balance the often-competing factors of cost, risk, and performance, all while addressing inflationary challenges. A key objective is to allocate resources that enable the organization to achieve its priorities and objectives as outlined in the Business Plan. The 2025 budget is developed to ensure York Regional Police can effectively meet its growing responsibilities as the Region’s population expands, considering the rising complexity of crime, increased population density, and the emergence of vertical cities. Resources are allocated to maintain service delivery, enhance community safety, and support specialized units and critical support functions, all while ensuring financial affordability.

### Wage Costs Represent 91% of the Request

The incremental request for the 2025 Operating budget is \$31.4 million of which \$28.6 million is for wage related costs. This amount includes \$12.6 million to meet contractual obligations for existing staff, as well as reclassifications and annualization of 2024 hires. \$16.0 million is to fund 154 additional staff, including five members to support the Police Service Board, 19 members to support Executive Branch, 34 members for Operations Branch, 23 members for Support Branch, 43 members for Investigations Branch and 30 members for Administrative Branch.

The net Operating budget request of \$441.5 million represents a 7.7% increase from 2024 shown in Table 1, as follows:

**Table 1**  
**2025 Operating Budget Overview**

	Proposed
<b>In 000's</b>	
Base Budget	\$410,057
<b>Salaries and Benefits</b>	
Increases for Wages & Reclassification	\$9,509
Annualization of 2024 Additional Staff	\$3,112
2025 Additional Staff	\$16,008
<b>Expenditures</b>	
Increase to Operating Expenses	\$5,345

	<b>Proposed</b>
<b>Revenues, Grants and Recoveries</b>	(\$2,536)
<b>Net Operating Budget</b>	<b>\$441,495</b>
Incremental Budget Increase (\$)	\$31,438
Incremental Budget Increase (%)	7.7%

## **Future Efficiency Initiatives for the Outlook years**

Prior experience has shown that improvement initiatives typically take more than one budget year to materialize, allowing for thorough research, preparation, implementation, and evaluation. Key initiatives currently underway include the transition to eNotes, replacing traditional police notebooks with smart mobile devices, significantly enhancing officer efficiency and engagement. In partnership with Peel Regional Police, a new facial recognition technology was introduced, leveraging AI to improve investigative capabilities. Additionally, a self-reporting portal for motor vehicle collisions, launched in 2024 after a successful 2023 pilot, now frees up frontline officers to handle higher-priority calls.

2025 Operating Budget highlights are shown in Attachment 1.

## **CAPITAL BUDGET**

The capital plan has been developed to provide the infrastructure necessary to deliver quality policing services in accordance with asset management planning. 2025 Capital Budget highlights are shown in Attachment 2.

Attachment 3 provides a summary of the 2025 to 2034 ten-year Capital budget of \$237.1 million including:

1. \$76.1 million in fleet replacements, including vehicles, specialty vehicles and boats.
2. \$73.6 million in facilities includes the replacement of a police district, a new aircraft hangar for AIR2 helicopter and renovation of existing facilities.
3. \$46.2 million in information technology to refresh and modernize service delivery, including the police in-car modernizations and digital evidence management system.
4. \$41.2 million for specialized and communications equipment.

This is inclusive of \$8.4 million re-budgeted from the 2024 capital budget.

## **Major updates from prior 10-year plan**

Several new projects were added into the 10-year plan to meet the operational needs of the police service, including the radio system support agreement, body armour for active attacker regulations, and an in-building cell repeater at the headquarters which is a new critical priority to maintain operations due to the existing repeater being at the end of life. In addition,

the capital plan has been expanded to accommodate additional equipment and vehicles needed for the increased staff.

The budget for the helicopter hanger construction project has increased by \$2.8 million due to higher-than-expected construction costs. This increase is partially offset by savings from the Vaughan substation construction project.

The 10-year capital plan includes a reduction of (\$3.7) million in helicopter betterment which has been replaced by a manufacturer-direct maintenance package within the operating budget. In addition, (\$4.7) million is removed from portable radio projects with an expectation of hybrid radio technology in the future along with the radio system upgrade.

## Reporting Requirements

Section 35 of the *Community Safety and Policing Act, 2019* mandates that the Police Service Board is responsible for ensuring the delivery of adequate and effective police services, establishing policies governing the police service, and providing fiscal oversight. This oversight includes the review and approval of the police budget before it is presented to Regional Council for final approval. In recent months, Budget Unit members have completed submissions to York Region’s Office of the Budget to meet requirements and for efficient communication of the budget estimates. Based on the timing of prior years’ budget processes, approval on September 16, 2024 will allow for consolidation of the estimates for inclusion in the Treasurer’s tabling of York Region’s Budget at Regional Council on October 24, 2024.

## 5. Financial Considerations

The total 2025 tax-levy requirements of \$441,495,000 results in an increase of \$31,438,192 or 7.7% over 2024 funding. The budget figures presented exclude assessment growth and regionally allocated costs, in accordance with budget guidelines provided annually from office of the budget. Funding sources for the 2025 operating budget are shown in table 2, as follows:

### 2025 Operating Budget

**Table 2**  
**Funding Sources for the 2025 Operating Budget**

	Tax-levy	Grants and Subsidies	Service Fees and Charges	Other	Gross Expenditures
Operating Budget (Gross)	\$441,495,000	\$16,656,100	\$15,997,559	\$10,396,064	\$484,544,723
Percentage	91%	4%	3%	2%	100%



## Attachment 1: 2025-2026 Operating Budget Highlights

### 1. Overview Of 2025-2026 Operating Budget

#### 2025-2026 Budget Highlights – Operating Budget Summary

(in \$000s)	2023 Budget	2024 Budget	2025 Proposed	2026 Outlook
Operating Expenditures	428,842	448,648	482,638	512,357
Revenues	(38,474)	(40,364)	(40,940)	(45,368)
Allocations and Recoveries	1,518	1,773	1,907	2,017
<b>Net Budget</b>	<b>391,886</b>	<b>410,057</b>	<b>441,195</b>	<b>469,007</b>
<b>% Change</b>		<b>4.64%</b>	<b>7.67%</b>	<b>6.23%</b>
<b>Proposed New Full-time Equivalents</b>		<b>46</b>	<b>154</b>	<b>150</b>

#### Key Points:

- The 2025 and 2026 budget increases are needed to address and reverse crime trends. These proposals are driven by additional staff for both 2025 and 2026, as well as the annualization and reclassification costs for the additional staff.
- The 2025 operating expenditure pressures are primarily driven by inflationary and contractual increases, as well as the needs of new initiatives and projects. These pressures are partially mitigated by savings in fuel and hydro, along with the increased grant funding revenues.
- The 2025 incremental expenditure budget totals \$5.3 million, including \$1.7 million for the Software-as-a-Service accounting treatment change, \$1.0 million to enhance the Board's governance capacities, \$0.6 million to support information technology initiatives, \$0.5 million to meet growing demands in training and development, and \$0.4 million for manufacturer-direct helicopter maintenance, with the remaining amount allocated across the organization for inflationary and contractual increases.
- In addition to the budget pressures driven by additional staff, 2026 operating pressures include increased benefit contributions for existing employees, additional contributions to the Debt Reduction Reserves, and increased operating expenditure requests.

### 2. 2025-2026 Efficiencies and Savings

Based on direction from the Executive Leadership Team, a project began in December 2022 to modernize York Regional Police's (YRP) self-reportable collision reporting process. The goal was to enhance service delivery in a growing region and consider the

lease costs of operating the Richmond Hill Community Resource Centre (CRC). After an environmental scan showed that many Ontario police services have outsourced collision reporting to civilianized third-party vendors, YRP opted for an online reporting solution, which is superior to many existing systems both locally and abroad.

In 2024, motor vehicle collision investigation and reporting costs are projected to exceed \$8.8 million, with 40% of these costs remaining unchanged due to the need for officer attendance at personal injury scenes. The remaining \$5.1 million presents an opportunity to streamline officer time and reduce lease expenses. A post-implementation evaluation will determine potential time savings and reallocation of officer time to higher-value activities. In 2023, service fees collected covered less than 5% of the costs, highlighting the challenge of offsetting these expenses.

2025 and outlook years proposed budget also includes fuel efficiencies from replacing frontline police vehicles with Hybrid Technology, and savings on hydro from the energy efficiencies from the newly built #1 District Headquarters and the newly renovated 240 Prospect building.

Budget pressures are partially offset by additional grant funding revenue from the Ministry with projected increases of \$1.3 million in 2025 and \$2.3 million in 2026.

### **3. SUMMARY OF ADDITIONAL STAFF**

- Investigations Branch (43 positions) – To strengthen our investigative capabilities in responding to the increased property crimes, York Regional Police aims to add additional teams to the Hold Up, Auto Cargo Theft, and Financial Crimes units. To combat the increased trend in violent crimes, we also seek to increase resources in Forensic Identification, Cybercrime, and the High-Risk Offender Units. Moreover, additional officers are requested to address cases involving Special Victims, Human Trafficking, and Intimate Partner Violence. These staffing increases are essential for tackling the sophisticated and evolving nature of these crimes, ensuring thorough investigations and justice for victims.
- Operations Branch (34 positions) – To meet the expectations of police visibility in our communities, York Regional Police aims to increase frontline patrols in high-demand areas. We also plan to increase the number of Community Support Officers and expand Community Oriented Response positions across the region. These additional positions are crucial for maintaining public safety, responding effectively to community needs, and ensuring a visible police presence that can quickly address incidents and build community trust.
- Administrative Branch (30 positions) - York Regional Police is dedicated to promoting a people-first approach to recruit, retain, and increase talent to best serve our community. We plan to add Wellness positions, including embedded services, and additional resources are needed for technology, fleet, and facility management. By increasing the support in Administrative Branch, we aim to create a more efficient and supportive work environment that enables our officers and staff to perform their duties effectively and sustainably.



- Executive Branch & Board (24 positions) - York Regional Police is committed to supporting projects and continuous improvement initiatives, enhancing marketing and communications related to policing and public safety, and making enhancements to the Professionalism, Leadership & Inclusion Office. These strategies and action plans will contribute to building trust within the organization and the community.
- Support Branch (23 positions) - York Regional Police is committed to expanding our capabilities in investigating hate crimes and providing mental health support. We plan to sustain the Bail Officer pilot project and increase efficiencies by bringing air support pilots and maintenance in-house. These additional positions will allow us to address complex and sensitive issues more effectively, ensuring that we can provide comprehensive support to our community while enhancing our operational capabilities.

#### **4. PRESSURES AND RISKS**

- Upcoming bargaining represents a financial risk with collective working agreement set to expire on December 31, 2024.
- Grant revenues are historically included in budget based on signed agreements with the province. YRP has increased risk tolerance by adding grant funding to the budget and outlook years for pending grant applications.
- Inflationary increases in the outlook years are budgeted based on current economic assumptions. There is a risk associated with these projections, as changes in inflation assumptions could impact the budget.

## Attachment 2: 2025 Capital Budget Highlights

### UPDATES TO 10-YEAR CAPITAL PLAN

1. An increase of \$6.3 million was added into the 10-year plan in response to equipment related to 304 additional staff over two years in 2025 and 2026. Of this amount, \$4.6 million is allocated for vehicles and vehicle equipment.
2. Several new projects were added into the 10-year plan to meet the operational needs of the police service, including \$16 million for a radio system support agreement; \$1.9 million for body armour for active attacker regulations; \$0.9 million for an in-building cell repeater at Headquarters which is a new critical priority to maintain operations due to the existing repeater being at end of life.
3. The capital plan includes a replacement for cell phone repeater equipment at headquarters to improve network coverage and the distribution of LTE and 5G signals from all three major Canadian carriers. Options for procurement are currently being reviewed based on carriers who offer a 'per-square-foot' model, or publishing a Request for Proposal to invite vendors to design and install the system.
4. The *Community Safety and Policing Act* (CSPA) regulation 393/23 requires officers performing community patrols to have body armour available that meets at least the Type III standard as classified by the National Institute of Justice (NIJ). This standard ensures protection against rifle rounds but also brings challenges due to the weight of the ballistic plates, which can affect officer performance, especially in high-risk situations. After a review of options, plates using newer materials have been selected because they are lighter at 2.2 pounds, more resistant to environmental factors and deformation, meets NIJ 0101.06 Type III standards, and has a 10-year warranty. While not the lightest option, the weight is considered manageable since officers would only wear these plates during active incidents.
5. The budget for the helicopter hanger construction project has experienced significant fluctuations due to higher- than- expected construction costs, resulting in a \$2.8 million increase in the 10-year capital plan. Of this amount, \$1 million is offset by savings from the Vaughan Metropolitan Centre (VMC), leading to a net new request of \$1.8 million.
6. The 10-year capital plan includes a reduction of (\$3.7) million in helicopter betterment which has been replaced by manufacturer-direct maintenance within the operating budget. In addition, (\$4.7) million is removed from portable radio projects with an expectation of hybrid radio technology in the future along with the radio system upgrade.
7. The fleet capital plan includes funding for a fleet electrification roadmap to prepare a phased, multi-year approach to ensure successful implementation. The roadmap will involve assessing current fleet usage, identifying suitable vehicles for electrification, and setting realistic timelines for adoption. The roadmap will include a comprehensive analysis of infrastructure needs, such as charging stations, and ensure that the electrification process is both cost-effective and environmentally responsible, ultimately contributing to York Region's shared long-term sustainability objectives.

## BUDGET CHALLENGES AND RISKS

The following project groups are identified as risks over the next 10 years.

**Risk 1:** The capital construction and facilities renovation projects could experience delays depending on the progress of permits, architect designs, and construction schedules. Project delays, construction price fluctuations and inflation could lead to higher than budgeted costs. Since the pandemic recovery period, the construction market has been fluctuating posing a high risk of project delays and potential budget increase due to higher costs.

**Risk 2:** The budget for new staffing of \$3.1 million is an estimate, meaning it is based on current assumptions and projections. As such, it is subject to change due to potential variations in factors like market salary rates, recruitment challenges, and evolving organizational needs.

**Risk 3:** Vehicle and specialized vehicles have been experiencing higher-than-expected inflationary increases. Given this trend the project group anticipates a high risk of cost increases in the outlook years.

## PROPOSED RE-BUDGETING OF \$8,380,000 FROM 2024 CAPITAL

Table 3 outlines the proposed re-budgeting from 2024 to 2025, as follows:

**Table 3**  
**Proposed Re-Budgeting From 2024**

Capital Projects	Re-budget Amount	Comments
Helicopter Hangar	\$4,000,000	Due to construction schedule
Vehicles	\$2,000,000	Due to vehicle upfitting and delivery schedule
Vaughan Substation	\$1,000,000	Project completed; proposed for re-budgeting and re-allocating for active capital projects
145 Harry Walker Parkway	\$500,000	Due to construction schedule
People Systems	\$450,000	Project ongoing and scope expanded
YRP Websites	\$300,000	Due to implementation plan
Business Intelligence	\$130,000	Due to project implementation schedule
<b>Total</b>	<b>\$8,380,000</b>	

## 2025 CAPITAL FUNDING SOURCES

Table 4 shows funding sources for the 2025 and 10-year Capital Budget. Financing for the capital plan is a combination of contributions from tax levy funded reserves including assets replacement reserves and debt reduction reserve, from development charges for growth related projects and external funding from auction proceeds and shared services partners.

**Table 4**  
**2025 Capital Funding Sources**

Category	Reserves – Operating Tax-levy	Debt Reduction Reserve	Development Charges	Police Infrastructure Reserve	External Funding	Total
Vehicles	\$5,708,000	\$0	\$2,710,000	\$1,460,000	\$158,000	\$10,036,000
Facilities	\$1,253,000	\$730,000	\$6,883,000	\$0	\$0	\$8,866,000
Information Technology	\$2,714,000	\$2,655,000	\$875,000	\$0	\$200,000	\$6,444,000
Specialized Equipment	\$325,000	\$161,000	\$2,902,000	\$0	\$0	\$3,388,000
Communication Equipment	\$0	\$2,413,000	\$670,000	\$0	\$150,000	\$3,233,000
<b>2025 Total</b>	<b>\$10,000,000</b>	<b>\$5,959,000</b>	<b>\$14,040,000</b>	<b>\$1,460,000</b>	<b>\$508,000</b>	<b>\$31,967,000</b>
Percentage	32%	19%	44%	5%	1%	100%
<b>Ten-Year Total</b>	<b>\$77,635,000</b>	<b>\$46,442,000</b>	<b>\$104,329,000</b>	<b>\$5,432,000</b>	<b>\$3,216,000</b>	<b>\$237,054,000</b>
Percentage	33%	20%	44%	2%	1%	100%

**Attachment 3: 2025 Capital Budget and Outlook to 2034**

Description	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	Total 2025-2034
<b>Vehicles</b>											
Vehicles	10,036	8,147	5,789	7,005	6,023	8,963	6,266	6,391	6,519	6,649	71,788
Marine Patrol Boat					300	1,220					1,520
Air Operations- Retrofits		1,118			585				1,118		2,821
<b>Sub Total Vehicles</b>	<b>10,036</b>	<b>9,265</b>	<b>5,789</b>	<b>7,005</b>	<b>6,908</b>	<b>10,183</b>	<b>6,266</b>	<b>6,391</b>	<b>7,637</b>	<b>6,649</b>	<b>76,129</b>
<b>Facilities</b>											
Land Bank Acquisition										1,000	1,000
District/Major Renovations								18,000	18,000	4,000	40,000
Consolidated Leased Premises		450	8,610	900							9,960
145 Harry Walker Parkway	500										500
Renovations/Major Equipment to Existing Facilities	1,566	2,046	1,320	1,360	1,401	1,443	1,486	1,531	1,580	1,630	15,363
Helicopter Hangar	6,800										6,800
<b>Sub Total Facilities</b>	<b>8,866</b>	<b>2,496</b>	<b>9,930</b>	<b>2,260</b>	<b>1,401</b>	<b>1,443</b>	<b>1,486</b>	<b>19,531</b>	<b>19,580</b>	<b>6,630</b>	<b>73,623</b>
<b>Communication Equipment</b>											
Radio System	2,633	5,818	2,169	2,247	1,485	1,648					16,000
In Building Cell Repeater	600	150	150								900
<b>Sub Total Communication Equipment</b>	<b>3,233</b>	<b>5,968</b>	<b>2,319</b>	<b>2,247</b>	<b>1,485</b>	<b>1,648</b>					<b>16,900</b>
<b>Information Technology</b>											
IT Hardware and Software	2,229	1,544	1,258	1,280	1,323	1,368	1,378	1,430	1,460	1,490	14,760
IT Infrastructure and Applications	969	319	319	319	319	319	319	319	319	319	3,840
Connected Officer	736	690	636	585	567	551	909	542	542	542	6,300
Digital Evidence and Camera Systems		800	800	800	800	800	800	800	800	800	7,200
Business Intelligence	800	170	170	170	100	100	100	100	100	100	1,910
People Systems	860										450
Closed-Circuit	400	400	410	420	1,146	430	430	430	430	430	4,926
Data Governance and Retention Management		1,000									1,000
YRP Websites	450				150					150	750
Computer Aided Dispatch - Records Mgmt System		3700	250					250			4,200
<b>Sub Total Information Technology</b>	<b>6,444</b>	<b>8,623</b>	<b>3,843</b>	<b>3,574</b>	<b>4,405</b>	<b>3,568</b>	<b>3,936</b>	<b>3,871</b>	<b>3,651</b>	<b>4,281</b>	<b>46,196</b>
<b>Specialized Equipment</b>											
Furniture/Body Armour/Use of Force	2,722	1,573	1,762	1,507	1,367	1,390	1,403	1,378	1,136	1,258	15,495
Robotics / Support Services	176	450		552	185				106		1,469
Forensic Equipment	270				247		616	126	204	264	1,727
Telephone							700				700
Technical Investigations	220	220	220	220	220	220	220		1,100		2,640
Road Safety						816					816
NG911 Backup Centre									1,358		1,358
<b>Sub Total Specialized Equipment</b>	<b>3,388</b>	<b>2,243</b>	<b>1,982</b>	<b>2,279</b>	<b>2,019</b>	<b>2,426</b>	<b>2,939</b>	<b>1,504</b>	<b>3,904</b>	<b>1,522</b>	<b>24,206</b>
<b>Total Gross Expenditures</b>	<b>31,967</b>	<b>28,595</b>	<b>23,863</b>	<b>17,365</b>	<b>16,218</b>	<b>19,268</b>	<b>14,627</b>	<b>31,297</b>	<b>34,772</b>	<b>19,082</b>	<b>237,054</b>