

STATE OF POLICING TASK FORCE REPORT

September
2011

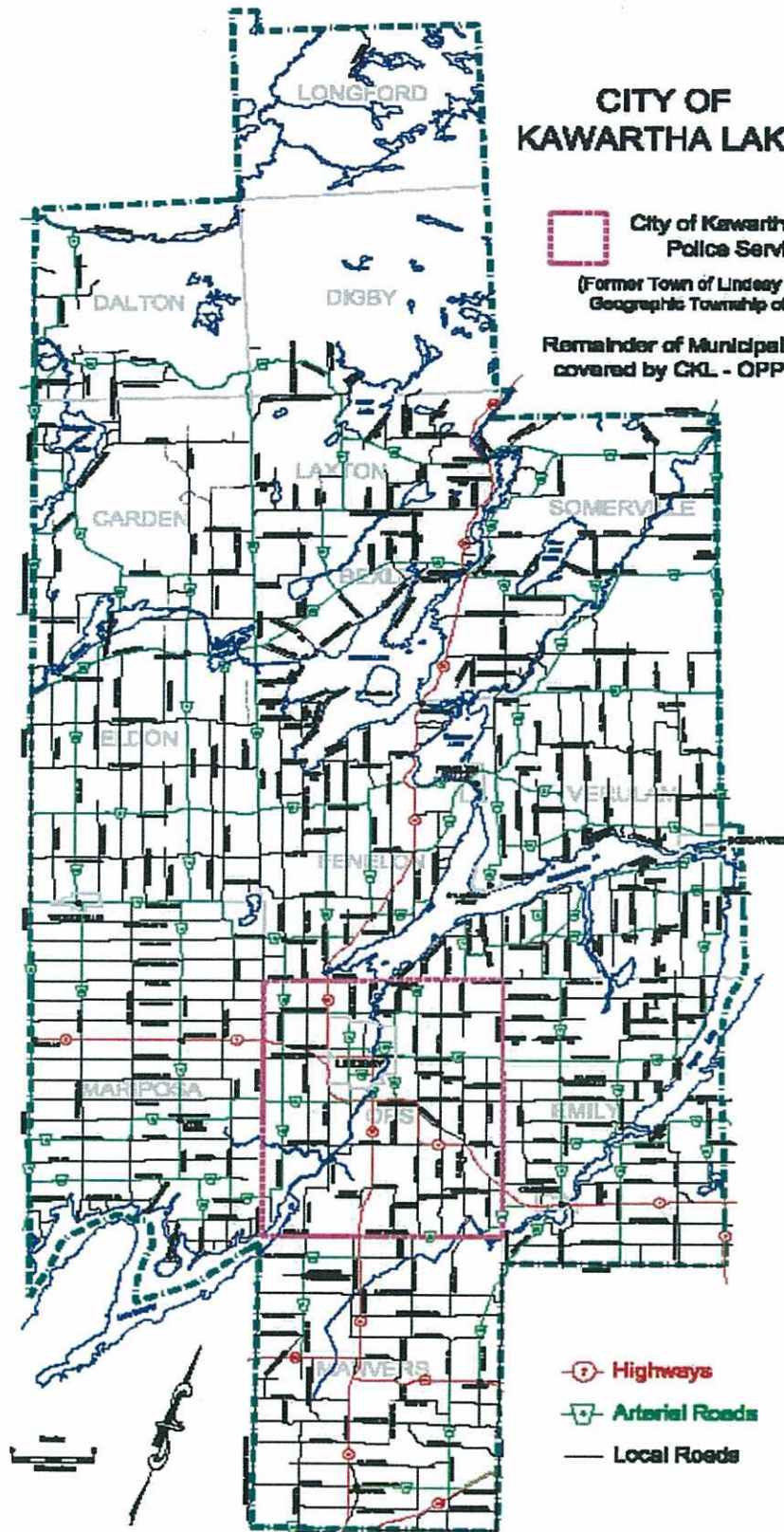


CITY OF KAWARTHA LAKES

 City of Kawartha Lakes
Police Service

(Former Town of Lindsey and the
Geographic Township of Ops)

Remainder of Municipality
covered by CKL - OPP



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List of Abbreviations and/or Acronyms used in Report

AMO	Association of Municipalities of Ontario
CAPB	Canadian Association of Police Services Boards
CKL	City of Kawartha Lakes
FCM	Federation of Canadian Municipalities
KLPS	Kawartha Lakes Police Service
MPAC	Municipal Property Assessment Corporation
OAPSB	Ontario Association of Police Services Boards
OCPC	Ontario Civilian Police Commission (formerly known as OCOPS)
OMPF	Ontario Municipal Partnership Fund
OPP	Ontario Provincial Police

EXECUTIVE SUMMARY

The City of Kawartha Lakes Council appointed a Task Force to review the “State of Policing” in the City of Kawartha Lakes. The mandate was to make recommendations to Council relating to the state of policing in the City and the future affordability of this service. The Task Force was further authorized to bring forward any and all recommendations in an effort to strengthen the provision of police services and provide for an action plan to achieve affordability.

It is important to note that while OPP Detachment Commander/Inspector Rob Shaw and Kawartha Lakes Police Chief John Hagarty were identified by Council as members of the Task Force, neither voted on any decisions made by the Task Force as to content of this report. Both the Detachment Commander and the Chief served as technical advisory liaisons and resource persons to the Task Force.

Throughout this document, the year 2005 was chosen as the statistical base year as it is the first year that the City received Ontario Municipal Partnership Fund support. The year 2010 was used as the comparator year as it is the latest complete year for which there are Municipal Property Assessment Corporation (MPAC) reported statistics.

The Task Force recognizes that with declining crime rates consideration may be given to reducing the number of police officers serving the municipality, however, studies have found that police officers spend only 20 percent of their time dealing with actual crimes or violations and devote the majority of their remaining time to service-oriented policing.

The adopted budget for the provision of police services to the municipality for 2011 is \$11.8 million based on a total household count of 38,270; this represents approximately 7% of the municipality’s budget. Overall, policing costs to the municipality have increased by 32.8% since 2005, an average of 5.5% annually.

The Province through the Ontario Municipal Partnership Fund recognized the high cost per household of policing in sparsely populated municipalities. The City of Kawartha Lakes receives OMPF funds equal to approximately 49 cents for every dollar spent on policing above the threshold of \$150 per household. In 2011, the City was awarded \$3,204,300 as a police services grant. Total allocation since 2005 under this formula is \$18,552,490.

The rising cost of policing and its future affordability is not unique to the City. In fact it is a Canadian problem; “sustainability” has become a common topic when talking about policing. We need to be active participants and advocates at the provincial and federal levels to develop action plans for controlling police costs and to increase the efficient and effective delivery of police services. The Task Force supports the positions of the Ontario Association of Police Services Boards (OAPSB), the Canadian Association of Police Boards (CAPB) and the Federation of Canadian Municipalities (FCM) regarding sustainability.

It was not the mandate of the Task Force to make a recommendation on a particular structure for police service delivery to the municipality, therefore the Task Force did not undertake a thorough review of all of the options presented in Section 6.0 as alternatives to the current service delivery model. Should Council determine that the current service delivery model is not the desired model for policing services, the Task Force recommends that Council clearly define the level of service desired for the municipality before commencing a more indepth investigation of the options presented.

The Task Force was mandated, however, to bring forward any and all recommendations that would serve to strengthen the provision of police services in the municipality. The Task Force was also authorized to provide an action plan to sustain affordability. To that end, the Task Force recommends that Council:

- submit a letter of support for the Ontario Association of Police Services Boards' (OAPSB) three resolutions to effect change to Provincial legislation with respect to funding assistance for police services boards, court security and outstanding provincial offences fines. (Refer to Section 7.1.);
- submit a letter of support for the Canadian Association of Police Services Boards' (CAPB) recommendations that the Federal Government consult with the police community and partners on cost-neutral measures to assist the police in either reducing costs or increasing efficiency. CAPB also requests the Federal Government to introduce a 'viability' or 'means' test on introduction of legislation that has the potential to impact municipal budgets or municipal police services, i.e., *Truth in Sentencing Act*. (Refer to Section 7.2.);
- undertake a full financial review and investigate full cost accounting for the Kawartha Lakes Police Service, understanding that currently there are soft services expenses (Human Resources, Finance, building, et cetera) absorbed in the municipality's budget that can be attributed to the KLPS;
- request the Kawartha Lakes Police Service and the Lindsay Detachment of the OPP to immediately review and update the current Framework Agreement;
- request the Police Services Board of the KLPS immediately review the current agreement with the Province with respect to the Correctional Facility for improvements and potential financial impacts and recoveries;
- undertake an enhanced investigation of the use of auxiliary and/or peace officers to supplement policing services within jurisdictional boundaries;
- consider restricting the use of the Kawartha Lakes Police Service's rate stabilization reserve to ensure improved identification for Council information with respect to operating and capital surpluses through a committed 10-year project plan. A ten-year plan would facilitate sustainable budgeting through levelling out budget fluctuations and rate increases.

1.0 INTRODUCTION

Following a review of CKL Report M-2011-004, “Policing – City of Kawartha Lakes” dated March 22, 2011, Council adopted the following resolution:

Moved by Councillor Dunn, seconded by Councillor James,

RESOLVED THAT Report M2011-004, *Policing– City of Kawartha Lakes*”, be received;

THAT Council approve the creation of a Task Force comprised of the Chief of Police of the Kawartha Lakes Police Service, the Board Chair of the Kawartha Lakes Police Service, a member of Council from the KLPS area not on the KLPS Board, the Detachment Commander for the City of Kawartha Lakes OPP, the Chair of the Community Policing Advisory Committee for the City of Kawartha Lakes OPP and a member of Council from the OPP Service Area not sitting on the CPAC; **THAT** the Mandate for this Task Force be to make recommendations to Council for the City of Kawartha Lakes relating to the state of policing in the City of Kawartha Lakes and the future affordability of this service; and

THAT this Task Force report back to Council no later than the first Regular Meeting of Council in July of 2011.

CARRIED CR2011-364

A copy of the Report is provided in Appendix I.

TASK FORCE MEMBERS Appointed: as of April 12, 2011

Donna Villemaire, Member of Council, OPP Community Police Advisory Committee (CPAC) Chair

Gord James, Member of Council, KLPS Police Services Board Chair

Pat Dunn, Member of Council

John Macklem, Member of Council

Rob Shaw, Inspector/ Detachment Commander, City of Kawartha Lakes OPP

John Hagarty, Chief, City of Kawartha Lakes Police Service

MANDATE

To make recommendations to Council for the City of Kawartha Lakes relating to the state of policing in the City of Kawartha Lakes and the future affordability of this service.

AUTHORIZATION

To bring forward any and all recommendations in an effort to strengthen the provision of police services and provide for an action plan to sustain affordability.

CONSIDERATIONS

The recommendations proposed in this report may have a financial impact upon the current or future Operating and/or Capital Budgets for the City of Kawartha Lakes. This is dependent upon decisions made by Council.

RELATIONSHIP OF RECOMMENDATION TO 2002-2012 VISION

Good Government would dictate that a Task Force provides for a forum to have the state of policing in the City of Kawartha Lakes analyzed by those persons providing the service and report to Council with any recommendations.

TIME LINE

The Task Force is required to report back to Council no later than the first Regular Meeting of Council in July of 2011 (July 12).

OTHER ALTERNATIVES CONSIDERED

Council may choose to receive this report, in which case no further action will be required or Council may choose to amend the recommendations contained within this report.

2.0 REVIEW APPROACH

The Task Force met regularly throughout May, June and July 2011 to review existing information to provide Council with this report and to formulate recommendations relating to the delivery of police services in the City of Kawartha Lakes.

The Task Force initially held a brainstorming exercise to attain an understanding of each member's expectation(s). A list of resources to assist with the review was compiled and researched by the members. Finance staff was invited to meetings to assist with a variety of financial reviews, including explanations of the current funding arrangements, reserve balances and other levels of (government) funding provided for regular policing and special projects.

When considering the options available, the Task Force reviewed information and established a baseline with respect to the municipality's demographics, which has a considerable influence on the requirements for police services from one locale to another. The needs of a community having a highly mobile or seasonal population, for example, may be very different from those of a city whose population is relatively stable.¹

For the purposes of this report, the Task Force acknowledged that in the City of Kawartha Lakes there are three large towns and a number of smaller villages including as well as numerous hamlets and community-like areas.

In its research undertakings, the Task Force reviewed materials with a basic understanding of trends related to crime prevention and suppression as a core function of a police service. Throughout this document, 2005 has been chosen as the statistical base year as it is the first year that the City received Ontario Municipal Partnership Fund (OMPF) support that impacts resources and ultimately the cost of providing services. The year 2010 is used as the comparator year as it is the latest complete year for which there are Municipal Provincial Assessment Corporation (MPAC) reported statistics.

For financial information (Section 4), the Task Force resourced the MPAC reporting data supplied by the City's Revenue and Taxation department for the years 2005, 2010 and 2011.

¹ FBI 1999. Crime in the United States, 1999. "Uniform Crime Reports". Washington D.C. U.S. Department of Justice, Section VI, page 291.

3.0 SERVICE DELIVERY

Municipal policing consists of enforcement of the *Criminal Code*, provincial statutes and, in some instances, bylaw enforcement within the boundaries of a municipality.

Section 5 of the *Police Services Act* recognises six responsibilities and options for service delivery:

1. Establish a municipal police service;
2. Enter into an agreement with one or more councils and establish a municipal police service;
3. Amalgamate existing municipal service with another to create a joint service;
4. Contract policing from an existing municipal service;
5. Contract with the Ontario Provincial Police; and
6. Other Ontario Civilian Police Commission OCPC-approved method.

Statistics Canada identifies three options for the provision of municipal policing services as a municipal police force, joining an existing police force or entering into an agreement with a provincial police force.

3.1 Options Available

The Task Force identified five options for the provision of policing services to the municipality, namely:

1. Hybrid service and/or combination of:
2. Municipal police force;
3. Amalgamate or Contract existing municipal service with another to create a joint service;
4. Ontario Provincial Police under Section 5.1 (non-contract) of the *Police Services Act*;
5. Ontario Provincial Police Contract under Section 10 of the *Police Services Act*.

3.1.1 Option 1: Hybrid Service And/Or Combination

Hybrid servicing and/or a combination of Options 2 through 5 presented in Section 3.1 are opportunities for consideration by the municipality.

3.1.2 Option 2: Municipal Police Force

The legislation comprising policing is found within the *Police Services Act*. With a police force established under this Act, a Police Services Board must be created with representatives from the municipality appointed by Council as well as a provincially appointed person. The Board oversees the municipal police force and sets policy and the budget for the force. The Police Chief oversees the administration of the policy and budget once set by the Board. Council's only authority with respect to policing under the Act is to approve the total budget for the police force. While costs and service levels for policing would be known at budget time, municipal Councils do not have the authority to remove specific items from the budget, however, they do have the right to request the Board to review and

reduce annual budget requests. If the Municipality and the Board cannot agree, Section 39 of the *Police Services Act* outlines the hearing process to resolve such matters (refer to Appendix II) .

3.1.3 Option 3: Amalgamate/Contract With Another Service

Councils of two or more municipalities that have police forces may enter into an agreement to amalgamate or contract services.

3.1.3.1 Contents of Amalgamation Agreement

An amalgamation shall deal with the:

- a) establishment and, subject to Section 33, composition of a joint board for the amalgamated police force;
- b) amalgamation of the police forces and the appointment or transfer of their members;
- c) joint board's use of the assets and its responsibility for the liabilities associated with the police forces;
- d) budgeting of the cost for the operation of the amalgamated police force;
- e) other matters necessary or advisable to effect the amalgamation. [R.S.O. 1990, c. P.15, s. 6 (2); 1997, c. 8, s. 6 (2, 3)]

The agreement does not take effect until the Commission has approved the organization of the amalgamated police force. [R.S.O. 1990, c. P.15, s. 6 (3)]

3.1.3.2 Contents of a Contract Agreement

Section 6.1 (1) *Police Services Act*:

The councils of two municipalities may enter into an agreement for the provision of police services for one municipality 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.

Section 6.1 (2) *Police Services Act*:

The council of a municipality that receives police services pursuant to an agreement made under subsection (1) may select a person to advise the other municipality's board with respect to objectives and priorities for police services in the municipality that receives the police services.

3.1.4 Option 4: Ontario Provincial Police Under Section 5.1 (non-contract) Of The *Police Services Act*

Section 5.1 of the *Police Services Act* regarding policing arrangement allows the province to determine and provide the level of provincial policing service for an area. The municipality has no control over staffing levels and is required to pay a provincially determined percentage of all detachment costs based on the amount of municipal service delivery. Section 5.1 does, however, allow for the municipality to make arrangements and pay separately for enhanced services such as increased marine and/or trail police presence.

Under the provisions of Section 5.1, a Community Policing Advisory Committee (CPAC) is established as an advisory committee and a representative from the OPP attends the meetings to discuss policing issues. The discussions and/or recommendations of the CPAC committee are taken under advisement.

Costs for policing under Section 5.1 of the *Police Services Act*, are managed by the Ontario Provincial Police. With this provision, the OPP provides the municipality with an estimate for budgeting purposes. The actual costs are reconciled twice a year. At the end of the year, any unspent balance is credited back to the municipality or any additional cost is invoiced.

3.1.5 Option 5: Ontario Provincial Police Contract Under Section 10 Of The *Police Services Act*

A contract for policing services with the OPP would enable the municipality to determine the level of service to be provided by the Ontario Provincial Police. Costs and service level for policing under contract would be known at budget time and payments would be made accordingly. Components of the costing formula as per Ontario Regulation 420/97 would include:

- Direct costs (salaries, wages and benefits of uniform members and civilian support staff)
- Equipment costs (vehicles, uniforms, supplies, radio equipment and computer/database costs)
- Additional support staff (communication operators and prisoner guards)
- Indirect costs (municipal policing and detachment support services administered by Regional or General Headquarters), and
- Salaries at current levels in compliance with OPPA contract.²

Table 3-1 identifies some of the differences between Section 10 (Contract) OPP policing services and Section 5.1 (Non-Contract).³

² OPP Contract Policing Presentation.

³ Ibid.

Table 3-1 OPP Section 10 (Contract) and Section 5.1 (Non-Contract) Services

Section 10 - Contract Services	Section 5.1 - Non-Contract Services
Funded FTE are fixed for the term of the contract	FTEs adjusted at year end to actual staffing
Any formula changes are applied to the next estimate after Ministry approval	Same as Contract
Negotiated changes to salaries applied	Same as Contract
Overtime reconciled to actual	Same as Contract
Enforce by-laws	Does not enforce by-laws
Eligible for grants, i.e., RIDE	Not eligible for additional RIDE

3.2 Current Service Delivery

The City of Kawartha Lakes, a total of 3,059 sq. kilometres, currently operates a hybrid policing service. Two areas of the municipality – 253.68 sq. kilometres comprising the former geographic boundaries of Lindsay and Ops - are policed by a municipal force while the balance of the municipality – 2,805.32 sq. kilometers - is policed by the OPP under Section 5.1 of the *Police Services Act*.

The Task Force acknowledges that while the municipality’s current form of police service delivery may have some inherent costs, as this report will identify, the hybrid structure is the preferred option in the City of Kawartha Lakes at the present time.

It is also acknowledged by the Task Force that Core Police Service Delivery includes:

- Crime Prevention
- Law Enforcement
- Assistance to Victims of Crime
- Public Order Maintenance, and
- Emergency Response.

Understanding that municipal policing is primarily responsible for enforcement of the Criminal Code, it is worth noting that in the City of Kawartha Lakes, occurrences have been reduced by 16.5% since 2005. Criminal Code occurrences totalled 5,813 in 2005 compared to 4,853 in 2010. (Refer to the 2010 Annual Reports noted in Section 8 of this report for Criminal Code occurrence rate details.)

The Task Force recognizes that with declining crime rates, consideration may be given to reducing the number of police officers serving the municipality. Statistics Canada reports that the volume and severity of police-reported crime has been on the decline, citing that both the 2009 police-reported crime rate and the Crime Severity Index (CSI) decreased from the previous year in keeping with the

general trend observed over the past decade. The 2009 national weighted (offences according to their seriousness) clearance rate – proportion of crimes solved by police – rose 38.4%, the fifth consecutive annual increase.⁴

Yet research indicates that there is increasing workload and increasingly complex work.⁵

- Crime is more sophisticated - technology enabled
- There are no jurisdictional boundaries for criminals
- Investigations - increasingly complex and labour-intensive
- Selective response - clearance rates declining
- Legislation/court decisions - increased processing time
 - Break and enter investigations requires 58% more time
 - Processing Impaired Driving offences requires 250% more time
 - Investigation Domestic violence requires 964% more time

Of interest is a 1999 FBI Law Enforcement Bulletin⁶, wherein research into the on-duty activities of police conducted by the Bureau of Justice Statistics indicates that officers spend only 10 percent of patrol activity on criminal-related matters and the remaining 90 percent on a variety of service-related calls, i.e., traffic management/enforcement, neighbourhood disturbances, conflict resolution, et cetera.

Other studies have found that police officers spend only 20 percent of their time dealing with actual crimes or violations and devote the majority of their remaining time to service-oriented aspects including crime prevention programs. Many police scholars have drawn similar conclusions that law enforcement tasks occupy a small portion of officers' on-duty time.

⁴ Source: Statistics Canada, Canadian Centre for Justice Statistics, December 2010. "Police Resources in Canada 2010." Catalogue no. 85-225-X, page 6.

⁵ Source: Police Sector Council's "The Future of Policing" presentation, page 20, February 2008 Ottawa <http://www.policecouncil.ca/reports/PSCPresFeb26.pdf>

⁶ FBI 1999. Crime in United States, 1999. "Uniform Crime Reports", Washington, D.C. U.S. Department of Justice.

3.2.1 Service Delivery & Stats: CKL Police Service 2010



The City of Kawartha Lakes Police Service (KLPS) covers an area of 253.68 square kilometers and is administered out of an office located on Victoria Avenue North in Lindsay. The CKL Police Service also manages the 9-1-1 services – police, fire and ambulance – for the entire city.

Table 3-2 depicts the 2010 staff complement for the CKL Police Service.

Table 3-2 2010 Staff Complement: CKL Police

Position	No.
Chief of Police	1
Executive Assistant/Financial Manager	1
Inspector (Operations/Support Services)	2
Director, Information Services	1
Admin Sergeant	1
4 Platoon Sergeants	4
5 officers per platoon	20
Court Security (Generally Rated)	6
Canine Officer	1
Community Services/Crime Stoppers	1
CIB Sergeant	1
Criminal Investigations Branch	5
CECC Institution Unit (Provincially Funded)	3
Identification	1
Communications	8
Records	3
Court Clerks/Victim Assistance	2
Part-Time Communicators	5
TOTAL	66

Statistics Canada reported 69,299 active police officers in Canada in 2010, an increase of almost 2,000 officers from 2009, primarily driven by growth in Ontario and Alberta. Nationally, in 2010, there were 203 police officers per 100,000 populations (1:492.6 ratio), the highest rate since 1981. Police officer strength rose by 2%, resulting in the sixth consecutive year of growth.⁷

There were 39 active police officers in the City of Kawartha Lakes Police Service in 2010 compared to 38 officers, including three provincially funded officers assigned to the Central East Corrections Facility, in

⁷ Source: Statistics Canada, Canadian Centre for Justice Statistics, December 2010. "Police Resources in Canada 2010." Catalogue no. 85-225-X, page 5.

2005. The 2010 ratio of active police to population is 1:662. NOTE: the calculation excludes three provincially funded officers assigned to the Central East Corrections Facility.

Civilian personnel work with the police service in a variety of occupations, including clerks, dispatch personnel for Police and Fire including the 9-1-1 Call Center, Court Security Special Constables and management professionals.

A link to the 2010 annual report of the City of Kawartha Lakes Police Service may be found in the Reference Documents Section of this report.

Section 27 (1) of the *Police Services Act*, identifies the role and construct of a municipal police services board.

d) Police Services Board – Role

“There shall be a police services board, for every municipality that maintains a police force.”

The Police Services Board shall consist of five members including the Head of Council (or his/her designate), a member of Council appointed by Council, a member of the public (not Council member or employee) appointed by Council, and two persons appointed by the Lieutenant Governor in Council.

The 2011 members of the Board are Councillor Gord James (chair), Provincial Appointee Salvatore Polito, Council Member Patrick O’Reilly (in place of the Head of Council for 2011), Council Appointee Don Thomas and Provincial Appointee, Max Radiff.

Section 31 of the *Police Services Act* outlines the responsibilities of the board (refer to Appendix III).

The minutes and meeting dates of the Police Services Board are available to members of Council and the public on the Kawartha Lakes Police Services web site.

3.2.2 Service Delivery & Stats: OPP CKL Detachment 2010



The CKL Detachment of the Ontario Provincial Police serves 2,805.32 square kilometres of the municipality and is administered out of an office located on Angeline Street North in Lindsay, with a satellite office in Coboconk. The detachment is responsible for both municipal and provincially mandated policing services, including provincial parks, waterways and municipal trails. Calls for service are managed by the Provincial Communications Centre located in Smith Falls, Ontario.

Table 3-3 depicts the 2010 staff complement for the CKL OPP Detachment.

Table 3-3 2010 Staff Complement: CKL OPP Detachment

Position	No.
Inspector/Detachment Commander	1
Staff Sergeant – Operations Manager	1
Sergeants	4
Detective Sergeant (shared with Haliburton)	1
Provincial Constables - Patrol	40
Full-Time Civilian Staff (5 clerical, 2 custodial)	7
Part-Time Civilian Staff (10 guards, 6 data entry)	16
Detective Constables - Criminal Investigations Unit	8
Constable - Abuse Issues Co-ordinator	1
Constable - Media Relations/DARE	1
Constable - Crime Stoppers/Youth/Firearms	1
Constable - Drug Enforcement (seconded to JFO)	1
Constable - Court Case Manager	1
Constable – Emergency Response Team	4
TOTAL	87
Auxiliary Unit (shared with Haliburton)	20

As noted in the 2010 Statistics Canada report, police services use the term “authorized strength” to refer to the number of positions available based on their budget. As not all available positions are occupied throughout the year, authorized strength numbers are generally higher than actual police strength point-in-time numbers. In 2010 there were 70,600 authorized policing positions in Canada, about 1,300 more than the actual number of active police officers.⁸

There were 63 sworn police officers in the OPP Kawartha Lakes Detachment in 2010; there has been no increase or decrease since 2005. The current ratio of sworn police to population is estimated at 1:850, with a seasonal ratio of 1:1300.

⁸ Ibid. page 6.

In 2010 just over 1,000 hours of community foot patrols, 350 hours of Marine Patrol, and 132 hours of ATV Patrol and 180 hours of Snowmobile Patrol were achieved at a cost of \$50,000.00. Comparatively, the City's share of approximately \$120,000.00 for the cost of one additional police constable would have been \$76,800.00. A link to the 2010 annual report of the Kawartha Lakes Detachment of the OPP has been provided within the Reference Documents Section 8 of this report.

Civilian personnel work with the CKL Detachment in a variety of occupations, including clerks, Court Security Special Constables and management professionals. In addition, the Detachment has access to assistance from a wide array of specialized uniform and civilian experts located throughout the Province within the OPP.

Within the provisions of Section 5.1 of the *Police Services Act*, a municipality has the authority to establish a Community Policing Advisory Committee (CPAC). Council established an OPP Community Policing Advisory Committee (CPAC) in 2004. A complete Terms of Reference is provided in Appendix IV.

The 2010-2014 CPAC members include Councillors Donna Villemaire, (Chair), Pat Warren, Stephen Strangway, Gerald McGregor and David Hodgson.

The role of the municipality's CPAC is defined below:

The Community Policing Advisory Committee will in accordance with the *Police Services Act* of Ontario advise the Detachment Commander of the City of Kawartha Lakes Detachment of the Ontario Provincial Police in relation to the establishment of goals, objectives and priorities in the delivery of police services to those designated areas of the City of Kawartha Lakes. The Committee will abide by any terms and conditions which may be set out by the City's Council.

The minutes of the municipality's CPAC are distributed to all members of Council for information.

3.2.3 Comparative Organizational Structure

Using the information provided in Tables 3-2 and 3-3, Table 3-4 illustrates a comparative staff complement for policing services in the City of Kawartha Lakes.

Table 3-4 2010 Comparative Staff Complement

CL Police Service	No.	CKL OPP Detachment	No.
Chief of Police	1	Inspector/Detachment Commander	1
Executive Assistant/Financial Manager	1	Detective Sergeant (shared with Haliburton)	1
Inspector (Operations/Support Services)	2	Staff Sergeant – Operations Manager	1
Director, Information Services	1	Sergeants	4
Admin Sergeant	1	Constable - Media Relations/DARE	1
4 Platoon Sergeants	4	Provincial Constables - Patrol	40
5 officers per platoon	20		
Court Security (Generally Rated)	6	Full-Time Civilian Staff (5 clerical, 2 custodial)	7
Canine Officer	1	Part-Time Civilian Staff (10 guards, 6 data entry)	16
Community Services/Crime Stoppers	1	Detective Constables - Criminal Investigations Unit	8
CIB Sergeant	1	Constable - Abuse Issues Co-ordinator	1
Criminal Investigations Branch	5	Constable - Crime Stoppers/Youth Issues/Firearms	1
CECC Institution Unit (Provincially Funded)	3	Constable - Court Case Manager	1
Identification	1	Constable – Emergency Response Team	4
Communications	8	Constable - Drug Enforcement (seconded to JFO)	1
Records	3		
Court Clerks/Victim Assistance	2		
Part-Time Communicators	5		
TOTAL	66	TOTAL	87
		Auxiliary Unit (shared with Haliburton)	20

4.0 FINANCIAL INFORMATION

The adopted budget for the provision of police services to the municipality for 2011 is \$11.8 million based on a total household count of 38,270, approximately 7% of the municipality's budget. Overall, policing costs to the municipality have increased by 32.8% since 2005, an average of 5.5% annually.

Table 4-1 illustrates the cost per household for policing services in 2005, 2010 and 2011.

Table 4-1 Policing Cost Per Household 2005 - 2011

Note: The Household Count used for MPAC purposes is based upon Farm Residential Unit, Residential Unit, Residential Dwelling Unit codes used by the City's Revenue and Taxation department.

	Household Count	Tax Levy	Cost Per Household	\$ Difference 2005-2010	% Difference 2005-2010	\$ Difference 2005-2011	% Difference 2005-2011
Lindsay							
2005	8,208	\$3,382,106.00	\$412.05				
2010	8,853	\$5,137,756.00	\$580.34	\$1,755,650.00	51.90%	\$2,188,553.00	39.30%
2011	8,974	\$5,570,659.00	\$620.76				
Ops							
2005	1,784	\$539,734.00	\$302.54				
2010	1,925	\$819,910.00	\$425.93	\$280,176.00	51.90%	\$349,261.00	39.30%
2011	1,941	\$888,995.00	\$458.01				
OPP							
2005	26,141	\$4,011,395.00	\$153.45				
2010	27,281	\$4,795,147.00	\$175.77	\$783,752.00	19.50%	\$1,341,977.00	25.10%
2011	27,355	\$5,353,372.00	\$195.70				

Summarizing the MPAC reporting data supplied by the City's Revenue and Taxation department for the years 2005 to 2010, Table 4-1 identifies:

For the City of Kawartha Lakes Police Service:

- the tax levy in 2005 as \$3.9 million for a reported total household count of 9,992;
- the cost per household (8,208) in Lindsay as \$412.05 in 2005 and \$580.34 in 2010 with a household count of 8,853;
- the cost per household (1,784) for Ops as \$302.54 in 2005 and \$425.93 in 2010 with a household count of 1,925.

For the CKL Detachment of the OPP:

- the tax levy in 2005 as \$4 million for a reported household count of 26,141;
- the cost per household as \$153.45 in 2005 and \$175.77 in 2010 with a household count of 27,281;

- the tax levy in 2011 as \$5.4 million. With a reported total household count of 27,355, the budgeted cost per household in 2011 is \$195.70.

Table 4-2 illustrates the police cost per household in graphic format.

Table 4-2 Policing Cost per Household 2005, 2010 and 2011

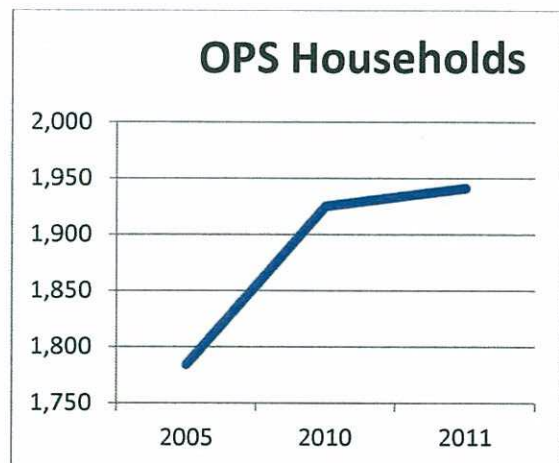
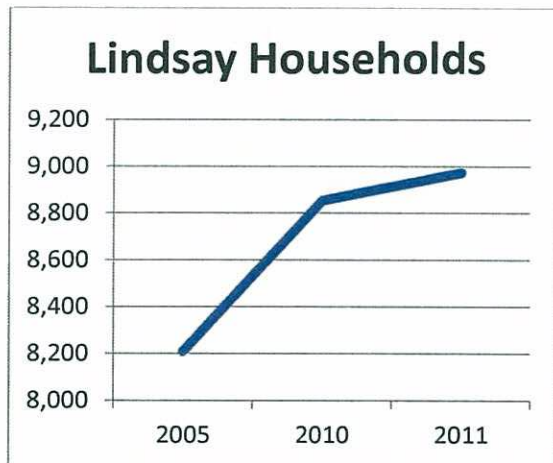
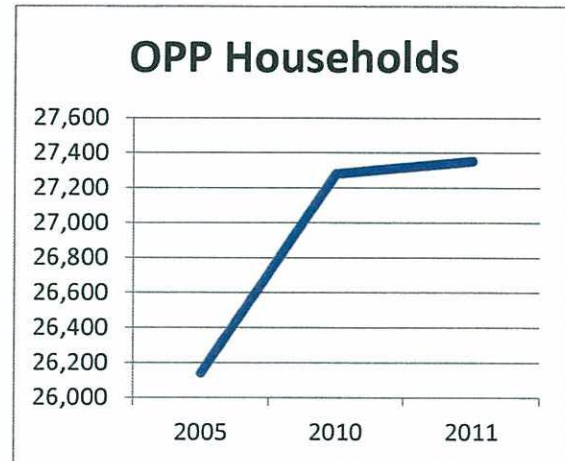
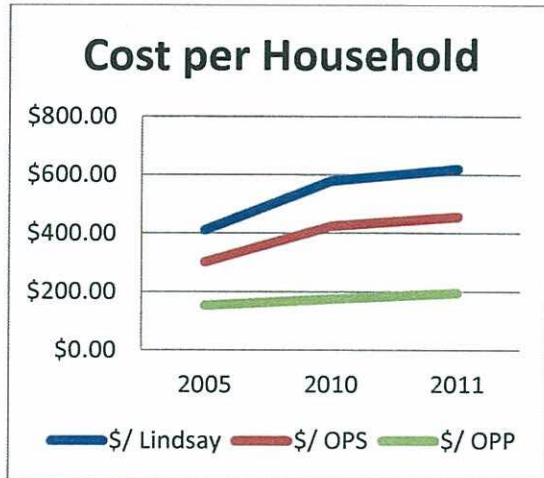
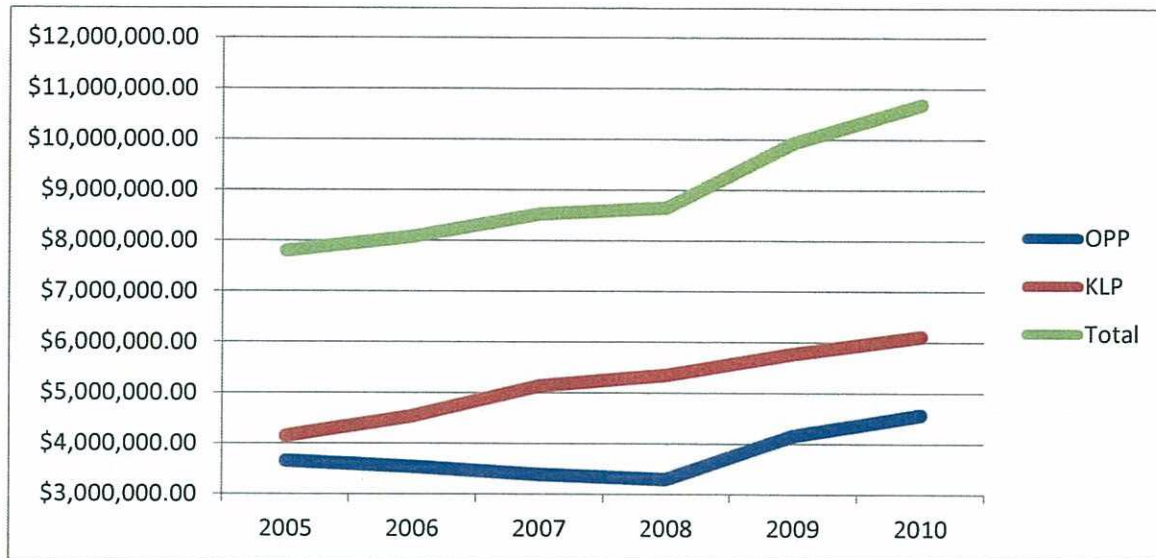


Table 4-3 outlines the actual costs of policing for the years 2005 through 2010.

Table 4-3 Actual Policing Costs 2005-2010



In reviewing the costs of police service to the municipality, the Task Force considered the following impacts.

4.1 Area Rating/General Rating

In some circumstances, areas within the municipality receive different levels of service. General Rating is a tax levy that is distributed to all properties within the City of Kawartha Lakes. Area Rating allows the City to distribute costs through property taxes based upon the level of service or type of service received in a designated area.

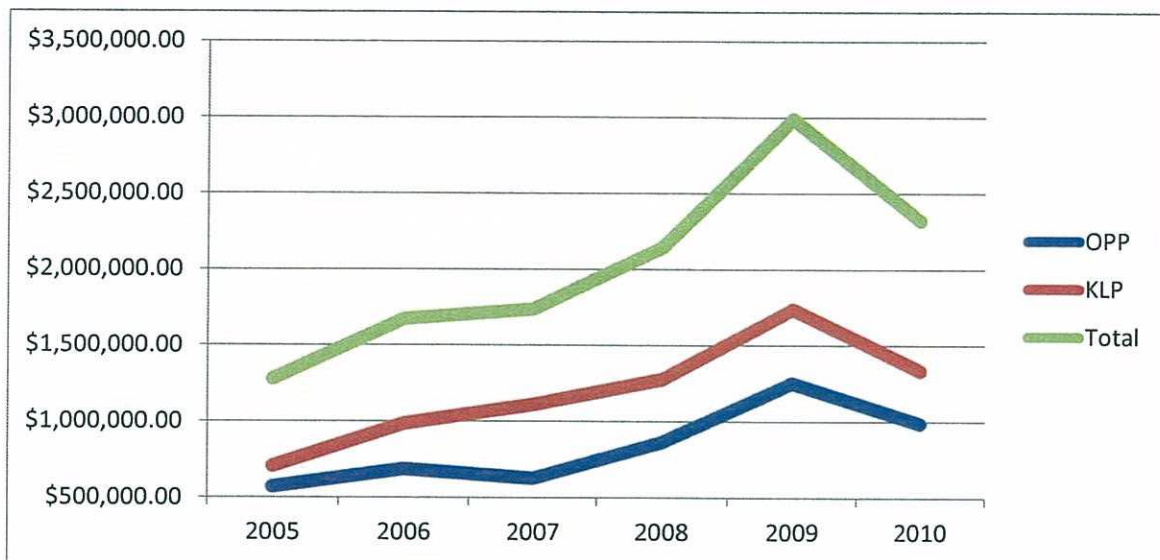
For example, all property owners in the City of Kawartha Lakes, regardless of police service jurisdiction, pay a General Rate to cover the cost of the KLPS building, dispatch services and court security. Property owners within the CKL Police Service jurisdiction pay an Area Rate specific to capital and operating costs related to the provision of policing services within the former geographic boundaries of the Town of Lindsay and the Township of Ops. Property owners within the CKL Detachment of the OPP jurisdiction pay an Area Rate specific to operating and capital costs related to the provision of policing services within the detachment’s geographic boundary.

4.2 Provincial Funding

Since 2005, the Ontario Municipal Partnership Fund (OMPF) has recognised the high cost per household of policing in sparsely populated municipalities. The maximum grant of \$0.50 for every dollar spent in

excess of the threshold of \$150.00 per household is awarded to municipalities with a rural and small community measure of 75% or more. The City of Kawartha Lakes has a rural and small community measure of 74% and is therefore eligible to receive OMPF funds equal to approximately \$0.49 for every dollar spent on policing above the threshold of \$150.00 per household. In 2011, the City was awarded \$3,204,300.00 as a police services grant. Total funding received since 2005 under this formula is \$18,552, 490.00. Table 4-4 illustrates the policing component of the OMPF Funding Trends since 2005. Refer to Appendix V for information on OMPF funding since 2005.

Table 4-4 OMPF Partnership Fund 2005-2010 – Policing Component



NOTE: The spike in 2009 resulted from a significant increase in expenses over 2008. OPP expenses increased from \$4,037,353 in 2008 to \$4,905,887 in 2009. Kawartha Lakes Police expenses increased from \$6,372,490 in 2008 to \$7,267,431 in 2009.

4.3 Reserves

Reserve accounts, established in 2003 by the City for each police service, are used to provide Council with a mechanism to control surplus amounts identified upon reconciliation of annual budgeted amounts versus actuals.

Since 2005, the municipality has used funds from the OPP rate stabilization reserve to pay for augmented policing services due, primarily, to a lack of resources within the detachment for this type of enhanced service. The total dollar value of the reserve funds accessed from 2005 through 2010 is \$2,902,219.99.

4.4 New Funding (Opportunities)

The Task Force was unable to identify new funding opportunities at the present time.

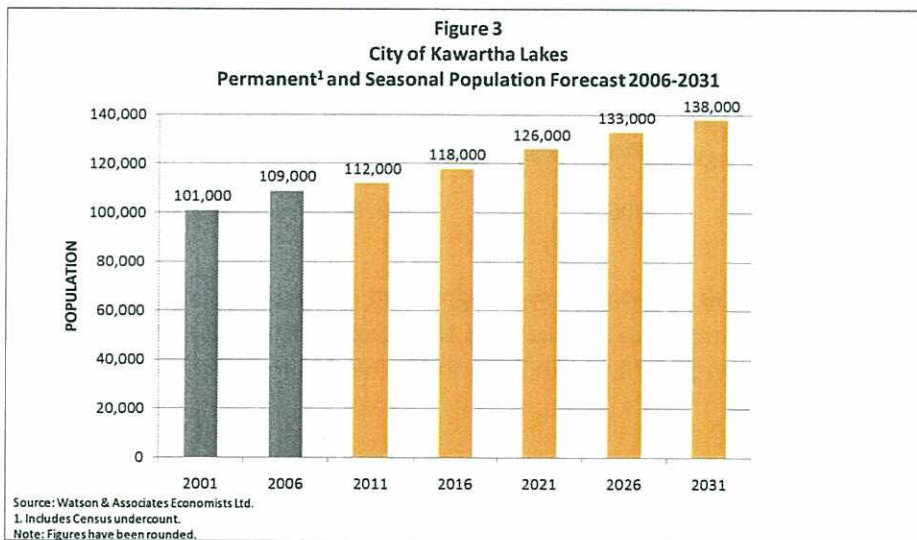
4.5 Future City Budget Impacts

The Task Force reviewed a variety of elements expected to impact future City budgets.

4.5.1 FUTURE GROWTH

In relation to future growth projections for the municipality, the Task Force resourced the data used in the City's Provincial Growth Plan conformity exercise as part of the *Places to Grow Act*. The data, provided by Watson & Associates Economists Ltd., forecasts a moderate population increase of 1.2% to 2031, wherein the permanent population is anticipated to increase from 78,000 in 2006 to 100,000 by 2031 and the seasonal population from 31,000 to 37,000.⁹ Table 4.5 illustrates the permanent and seasonal population growth forecast for the period 2006-2031.

Table 4-5 Permanent and Seasonal Population Forecast 2006-2031



Understanding that over the 25-year period highlighted in the Watson report, the municipality anticipates a population increase of approximately 28,000, the City's police service budget will no doubt reflect increases in line with estimated growth factors.

⁹ Watson & Associates Economists Ltd., "Appendix A: City of Kawartha Lakes Summary of Population, Housing & Employment Growth 2006-2031", December 2009.

4.5.2 COURT SECURITY UPLOAD 2012

The Task Force recognizes that the Province will remove court security and prisoner transportation costs from municipal budgets by 2018, phasing in the upload of these costs starting in 2012. While it is acknowledged that these costs are generally rated to the municipality and not specifically a benefit to either police service, it is currently a \$466,470 cost to the municipality. Table 4-6 identifies court security costs to the municipality for the years 2005, 2010 and 2011.

Table 4-6 KLPS Court Security Costs: 2005, 2010 and 2011

2005	2010	2011
\$356,504	\$442,581	\$466,470

4.5.3 PROVINCIAL WAGE DECISIONS

Recently, Toronto Police Services negotiated a wage settlement in the range of 11.5% over four years. There is also a scheduled increase in 2014 of a potential 8.5% for the Ontario Provincial Police, which would position the Ontario Provincial Police as the highest paid police officers in the Province.

While the Task Force has not been able to confirm the reported figures, a recent (April 2011) OPP presentation to the Cavan Monaghan council regarding OPP contracting confirmed there would be salary and wage impacts over the next four years. The following information is excerpted from the presentation.¹⁰

Cost Escalation Factors –Salaries & Wages Impact

Excluding staffing enhancements, increases in policing costs are primarily driven by negotiated wage settlements, which the OPP has no control over.

Higher salaries directly impact the cost of providing policing services to municipalities and they also impact the formula

The formula contains specific support staff: Comm Operators, prisoner guards, contract policing staff, etc.

Approximate per constable cost increase from 2002 to 2011 is 48.7% (5.01% annualized increase). Approximately 73.1% of the increase in total costs is the result of salary increases to detachment/contract officers.

If the impact of the higher salaries on the Formula is taken into account the percentage of total costs attributable to salaries increase to over 80%.

Salaries and Cost Recovery Formula Impact on Policing Costs

The Formula is a relatively small percentage of total policing costs.

Over the past 9 years salaries and benefits have risen by approximately \$34,000, while the Cost Recovery Formula has increased by \$12,657.

¹⁰ OPP Presentation, 2011

Revised 2011 Salary Rates

The 2009-11 Uniform and Civilian Collective Agreements contained a clause permitting the O.P.P.A. to re-negotiate the 2011 salary rates.

The salaries were successfully re-negotiated and the revised 2011 salaries for members included a 3.075% increase in addition to the previously negotiated increase of 2%.

Overall the revised salaries rates are anticipated to increase the issued 2011 municipal estimates by a further 2.4%, bringing the average year over year municipal cost estimate increase to 3.6%.

2012 to 2014 Salary Rate Increases

The new Collective Agreements include wage freezes for 2012 and 2013, 0% increases.

The 2014 OPP salary rate increase will be dictated by the increases to the first class constable rates in all Ontario municipal police services. The 2014 OPP first class constable rate will be set on par with the highest negotiate rate in existence at that time.

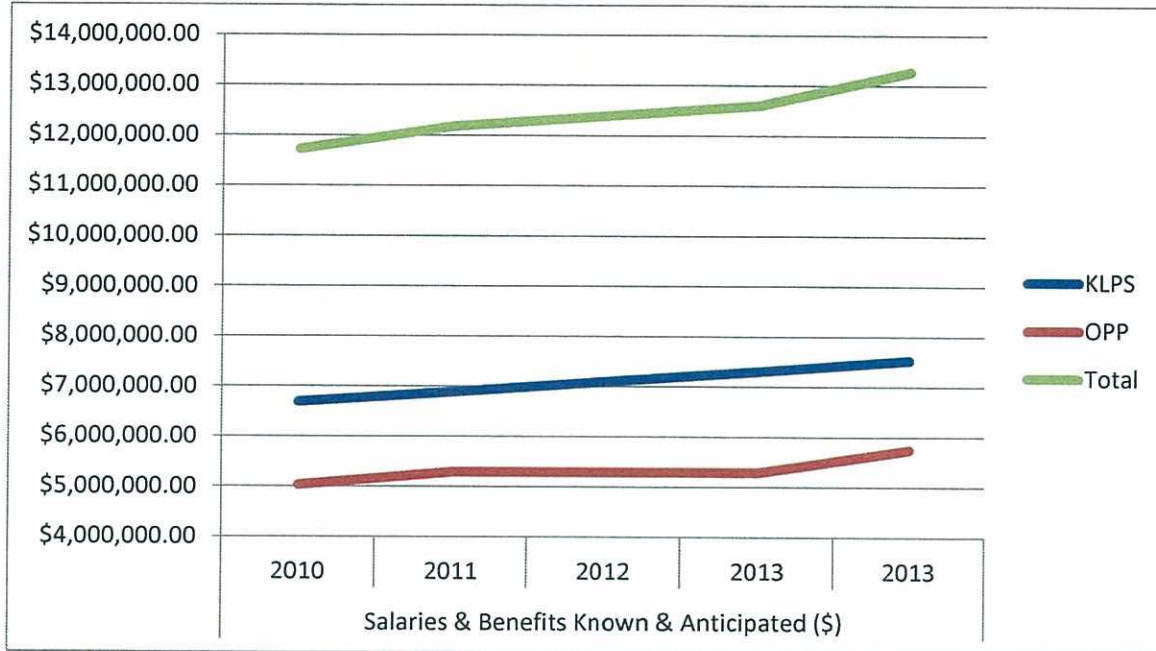
These changes to negotiated settlements, if realized, will impact the future wage earnings of the OPP and the KLPS. Since a large percentage of policing budgets is salary and benefits, the cost of policing will reflect any increase and provide a further challenge for sustainability for this service across the municipality. Refer to Appendix VI for the Province’s statement relating to the “Cost of Policing Services - 2010 Actuals.”

Tables 4-7 and 4-8 illustrate the potential impact on the municipality of the projected increases and is based on the 2010 budget actuals; it does not include post-2010 contracted increases. Refer to Appendix VII for current budget information for both police services.

Table 4-7 Potential Wage Increases

SALARIES & BENEFITS KNOWN AND ANTICIPATED (\$)					
	2010	2011	2012	2013	2014
KLPS	\$6,691,197.57	\$6,891,933.50	\$7,098,691.50	\$7,311,652.25	\$7,531,001.81
OPP	\$5,039,488.00	\$5,295,242.02	\$5,295,242.02	\$5,295,242.02	\$5,745,337.59
TOTAL	\$11,730,685.57	\$12,187,175.51	\$12,393,933.52	\$12,606,894.27	\$13,276,339.41

Table 4-8 Potential Wage Increases



Notes:

2010 are known numbers

2011 OPP negotiated 5.075% / KLPS still in negotiations (3% estimated)

2012 OPP negotiated 0% / KLPS still in negotiations (3% estimated)

2013 OPP negotiated 0% / KLPS still in negotiations (3% estimated)

2014 OPP negotiated a catch up to highest paid estimated 8.5% / KLPS unknown (3% estimated)

5.0 POLICE SERVICE EFFECTIVENESS AND EFFICIENCY

In a time when budget constraints and the question of value for money are predominant, members of the Task Force reviewed efficiencies and the effectiveness of the existing service delivery program.

5.1 Shared Services

In February of 2002, a “Framework Agreement for Services” was signed by the City of Kawartha Lakes Police Service and the CKL Detachment of the OPP. Table 5-1 identifies mutual aid services that are managed subject to availability and call priority. A full copy of the Agreement, which came into effect on January 1, 2001, is provided in Appendix VIII. The Task Force recognizes that the agreement does not necessarily reflect current shared services.

Table 5-1 Framework Agreement “Schedule D”

SERVICE	DESCRIPTION
Canine	Both police services maintain canine services for tracking lost or missing persons and detection of illegal drugs and will provide assistance to each other (“on leash only”).
Surveillance	Both services will share physical surveillance resources.
Training	Lindsay Police Service has a qualified CPR/First Aid instructor available for use by the OPP. Discussion will take place as soon as practicable to explore other areas of potential joint training.
Breath Analysis	Jurisprudence dictates that breath tests be administered as soon as practicable. The closest available breath analysis facility, regardless of police service affiliation, will be utilized.
Marine	Both services agree to take part in joint marine initiatives where feasible.
Scenes of Crime Analysis	SOCO will be available as a shared resource, upon request.
Community Based Crime Prevention Initiatives	Services will participate in joint initiatives, such as RIDE, Crime Stoppers, community displays, etc.
Criminal Investigation	Services agree to share criminal investigation expertise where possible, either by way of direct investigation or consultation.
Command Vehicle	The Lindsay Police Service command vehicle will be available for use by the OPP.
Video Interview	Video interview facilities located at the Lindsay Police Service will be available for use by the OPP.
Prisoner Van	When available, the Lindsay Police Service prisoner van will be accessible to the OPP.

In addition, the City of Kawartha Lakes Police Service and the OPP CKL Detachment currently partner services related to Waterways and Trail patrols, RIDE programs, Safe Communities and the Crime Stoppers program. The services have also combined efforts to improve efficiencies related to Court Services.

5.2 One-Off Programs

The Task Force undertook a preliminary investigation to identify available one-off programs that would prove advantageous for the municipality to take part in as a means to mitigate costs and/or provide opportunities for funding sustainability. No programs were identified at this time.

5.3 Potential Savings

The Task Force conducted a preliminary investigation to identify available potential savings that would be advantageous for the municipality to participate in as a means to mitigate costs and/or provide opportunities for funding sustainability. Nothing was identified at this time.

5.4 Shared Services

Other than the Criminal Intelligence Service Ontario (CISO) program that both services participate in and/or receive funding for projects when applicable, nothing was identified at this time.

5.5 Current Agreements

The City of Kawartha Lakes Police Service maintains the following agreements:

Central East Correctional Center (CECC) A cost recovery agreement with the Province - fully funds three (3) officers.

Provincial Government - Community Police Partnership Fund

Receive a maximum of \$60,000/year in annualized funding - \$30,000/Officer - two (2) officers partially funded.

Provincial Government - Safer Communities 1,000 Officer Partnership Program

Receive a maximum of \$70,000/year in annualized funding - \$35,000/Officer - two (2) officers partially funded.

Federal Government - Police Officers Recruitment Fund

Receive a maximum of \$70,000/year in annualized funding for one (1) officer.

As specific program funding becomes available, opportunities will be investigated. It should be noted, however, that under Section 5.1 (non-contract policing) of the *Police Services Act*, the OPP has no access to government policing grant funding. This would not be the case if OPP policing were contracted under Section 10 of the *Police Services Act*.

6.0 RECOMMENDATIONS

This section of the report provides Council with recommendations and options to consider with regard to the delivery of policing services in the City of Kawartha Lakes. The information is intended to facilitate Council's moving forward with its efforts to maintain the sustainability of the delivery of police service in the municipality.

It is important to note that while OPP Detachment Commander/Inspector Rob Shaw and Kawartha Lakes Police Chief John Hagarty served as technical advisors and resource persons to the Task Force, neither endorsed the material presented in Section 6.0 and Section 7.0 nor voted on its inclusion as part of the report.

The Task Force recognizes the current hybrid structure for the delivery of police services in the municipality as the preferred option in the City of Kawartha Lakes at the present time. Should the current service delivery model not be the desired model for the delivery of policing services, Council needs to undertake an exercise that will result in a clearly defined level of service for the municipality. It is recommended that a public consultation segment be included as part of this process.

While it was not the mandate of the Task Force to make a recommendation on a particular structure for police service delivery, the Task Force was authorized to bring forward any and all recommendations that would serve to strengthen the provision of police services in the municipality and to provide an action plan to sustain affordability.

To that end, the Task Force recommends that Council:

- submit a letter of support for the Ontario Association of Police Services Boards' (OAPSB) three resolutions to effect change to Provincial legislation with respect to funding assistance for police services boards, court security and outstanding provincial offences fines. (Refer to Section 7.1.);
- submit a letter of support for the Canadian Association of Police Services Boards' (CAPB) recommendations that the Federal Government consult with the police community and partners on cost-neutral measures to assist the police in either reducing costs or increasing efficiency. CAPB also requests the Federal Government to introduce a 'viability' or 'means' test on introduction of legislation that has the potential to impact municipal budgets or municipal police services, i.e., *Truth in Sentencing Act*. (Refer to Section 7.2.);
- undertake a full financial review and investigate full cost accounting for the Kawartha Lakes Police Service, understanding that currently there are soft services expenses (Human Resources, Finance, building, et cetera) absorbed in the municipality's budget that can be attributed to the KLPS;
- request the Kawartha Lakes Police Service and the Kawartha Lakes Detachment of the OPP to immediately review and update the current Framework Agreement;

- request the Police Services Board of the KLPS immediately review the current agreement with the Province with respect to the Correctional Facility for improvements and potential financial impacts and recoveries;
- undertake an enhanced investigation of the use of auxiliary and/or peace officers to supplement policing services within jurisdictional boundaries;
- consider restricting the use of the Kawartha Lakes Police Service's rate stabilization reserve to ensure improved identification for Council information with respect to operating and capital surpluses through a committed 10-year project plan. A ten-year plan would facilitate sustainable budgeting through levelling out budget fluctuations and rate increases; and
- request the Province review the current funding formula with a view to sustainability.

6.1 Service Options & Impacts

- **Continue with current form of police service delivery** with the full understanding that costs for this hybrid type of service essentially means the municipality will continue to pay for duplicate services in some areas, i.e., administrative. The primary impact on the current form of hybrid service delivery will be that of collective agreements and salary increases. The City may choose to further investigate cost-saving opportunities of joint service delivery and/or, with respect to Option 2, restructuring the jurisdictional boundaries.
- **Consider restructuring the current form of service delivery** by incrementally expanding or reducing the geographic policing jurisdiction of the CKL Police Service and maintaining Ontario Provincial Police services under Section 5.1 of the *Police Services Act* for those areas outside the jurisdictional boundaries.
- **Consider developing a municipal police force that would service the entire municipality** by creating a municipal police force that would deliver policing services to the entire municipality. A complete cost estimate would be required and would need to consider, among other factors, satellite offices, increased number of officers, equipment, et cetera.
- **Consider amalgamating existing municipal service with another** to create a joint service that would service the entire municipality. Creating an amalgamated municipal police force would deliver policing services to the entire municipality. Similar to 6.2.2 a complete cost estimate would be required and would need to consider, among other factors, satellite offices, increased number of officers, equipment, et cetera.
- **Consider policing services by the Ontario Provincial Police under Section 5.1 of the *Police Services Act*** for the entire municipality. It is the understanding of the Task Force that the

Province/OPP is not currently entertaining Section 5.1 policing for a municipality that may want to disband its municipal police service. In the event it were possible, consideration of disbandment costs of the municipal police service, replacing the 911 Call Centre and Fire Dispatch, as well as long-term financial and service delivery impacts must be factored into the cost evaluation summary, and the process would best be managed by a professional, experienced evaluator. Appendix IX identifies the OCPC protocol under Section 40: Abolition Requests. The OPP currently provides policing to 174 municipalities under a non-contract policing arrangement.¹¹

- **Consider contract policing with the Ontario Provincial Police under Section 10** of the *Police Services Act* for the entire municipality or Lindsay/OPS. The OPP currently provides policing to 148 municipalities through 117 contracts.¹² Appendix X provides information on the process for OPP Contract Services.

¹¹ OPP Presentation, 2011.

¹² Ibid.

7.0 ADDITIONAL INFORMATION

Information for this report was collected from a variety of sources and is presented in this section of the report for Council's consideration.

7.1 OAPSB Recommendations for Provincial Government Changes to Legislation

The Ontario Association of Police Services Boards (OAPSB) prepared three resolutions to effect change to Provincial legislation with respect to funding assistance for police services boards, court security and outstanding provincial offences fines. A brief synopsis of the OAPSB recommendations follows.

7.1.1 Funding Assistance For Police Services Boards

The OAPSB believe that the Ontario government can and should undertake budgetary decisions as well as legislative reform that involve no additional funding from the Ontario government but would assist local police services in limiting police costs and increase the effective and efficient delivery of local police services.

The OAPSB also calls upon the Ontario government to undertake the following actions to assist police services boards, and their funding municipalities to control police budget costs and to increase the efficient and effective delivery of police services by:

- 1) Maintaining existing financial commitments to facilitate long-term planning and avoid a sudden impact on local police service budgets;
- 2) Partnering with the OAPSB and other groups to identify and 'fast track' legislation that would assist local police services boards to control costs and/or increase efficiency;
- 3) Introducing a 'viability' or 'means' test for any new provincial legislation or regulation to avoid unforeseen additional 'download' cost to local police services boards, the 'viability' test to be based on the principle of 'if there are additional costs – who pays and how'; and
- 4) Avoiding any provincial actions or budget decisions that will have the impact of increasing local police service costs.

7.1.2 Court Security

The OAPSB acknowledges that while In Ontario, court security and prisoner transport is a former provincial responsibility downloaded to municipalities in the 1990s, court security and prisoner transport remains a provincial responsibility in other jurisdictions in Canada and calls upon the provincial

government to assume full responsibility for court security and prisoner transport, or failing that, to at least provide for full cost recovery of these services where provided by local municipal police services.

7.1.3 Outstanding Provincial Offences Fines

The OAPSB acknowledges that the administration of the *Provincial Offences Act*, including fine collection, is the responsibility of upper and/or single tier municipalities in Ontario and notes that delays in payment of those fines is influenced by such factors as the offender's ability to pay, the level of the fine and whether or not the offender is a resident of Ontario.

As of 30 June, 2009, the outstanding uncollected fines for all municipalities in Ontario totalled more than one billion dollars (\$1,048,607,020.80). The OAPSB identified significant gaps in the POA fine collection approach and specified the consequences of these gaps to include:

- Undermining of the traffic-enforcement approach to highway safety;
- A breakdown in the premise of driver accountability;
- Ineffectiveness of the existing fine collection tools; and
- Significant loss of fine revenue for municipalities.

The OAPSB has called upon the Attorney General of Ontario to take such measures as may be necessary to improve the enforcement of the *Provincial Offences Act* and to preserve the credibility of the decisions taken pursuant to the administration of the Act.

7.2 CAPB Recommendations for Federal Government Changes to Legislation

The Canadian Association of Police Services Boards (CAPB) *has* recommended the Federal Government consult with the police community and partners on a priority basis on cost-neutral measures to assist the police in either reducing costs or increasing efficiency. The CAPB also requests the Federal government to introduce a 'viability' or 'means' test on introduction of legislation that has the potential to impact municipal budgets or municipal police services, i.e., *Truth in Sentencing Act*.

CAPB *is* also recommending that the Federal government convene a meeting of concerned parties to explore options to provide a comprehensive framework for the delivery of police services that properly align resources with responsibilities.

7.3 Federation of Canadian Municipalities

Prior to the Federal Election in April 2011, the Federation of Canadian Municipalities (FCM) prepared a document entitled "Federal Election Platform 2011." A review of the April 6, 2011 document highlighted the following for consideration in regard to Policing and Community Safety.

- During the past 30 years, a growing share of Canada’s policing duties have been shifted onto municipalities, either through direct downloading or the inability of the RCMP to fulfill all its responsibilities.
- Municipalities pay more than 60% of total policing costs. Every year, they perform between \$500 and \$600 million worth of downloaded federal policing duties in areas such as border security, international drug trafficking, and cyber-crime.

FCM noted that without a new approach, these costs will push property taxpayers to the breaking point and crowd out other core services.

FCM recommended that in partnership with provinces, territories and municipalities, all federal parties

- commit to an action plan that makes the most of every dollar governments invest fighting crime;
- replace the soon-to-expire Police Officer Recruitment Fund and set dedicated funding levels for front-line policing in the long-term fiscal framework;
- support front-line programs that attack the causes of crime and stop troubled youths from becoming career criminals;
- guarantee that new RCMP contracts will not download additional costs on to municipal property taxpayers; and
- sit down with provinces, territories and municipalities to reform the national policing system, reverse downloading on municipal forces, and establish a more rational distribution of responsibilities and resources.

8.0 SUPPLEMENTARY REFERENCE DOCUMENTS

2010 Annual Report – City of Kawartha Lakes Police Service

<http://www.kawarthalakespolice.com/anrep10.pdf>

2010 Annual Report – Ontario Provincial Police

<http://www.opp.ca/ecms/files/250258838.6.pdf>

Police Services Act

http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_90p15_e.htm

Federal Bureau of Investigation. 1999. Crime in the United States, 1999. “Uniform Crime Reports.” Washington, D.C. U.S. Department of Justice

http://findarticles.com/p/articles/mi_m2194/is_7_68/ai_55343320/?tag=content;col1

Federation of Canadian Municipalities, “Strong Cities, Strong Communities, Strong Canada”, 2011 Federal Election Platform, April 6, 2011

http://www.fcm.ca/cmfiles/FCM_Elec_Plat_2011_en_p8.pdf

Statistics Canada, “Police Resources in Canada”, December, 2010, Catalogue No. 85-225-X

http://publications.gc.ca/collection_2010/statcan/85-225-X/85-225-x2010000-eng.pdf

Watson & Associates Economists Ltd., “City of Kawartha Lakes Summary of Population, Housing & Employment Growth 2006-2031”, December 2009.

9.0 APPENDICES

APPENDIX I CKL REPORT M-2011-004, "POLICING – CITY OF KAWARTHA LAKES" (MARCH 22, 2011)

THE CORPORATION OF THE CITY OF KAWARTHA LAKES

REPORT

M-2011-004

Council Meeting Date: March 22nd, 2011
Council Meeting Time: 1:00PM
Council Meeting Place: Council Chambers

Ward/Community Identifier All

Subject: Policing – City of Kawartha Lakes

Author: Ric McGee - Mayor

Signature:

RECOMMENDATION(S):

RESOLVED THAT, Report M-2011-004, "Policing – City of Kawartha Lakes", be received;

THAT, Council approve the creation of a Task Force comprised of the Chief of Police of the Kawartha Lakes Police Service, the Board Chair of the Kawartha Lakes Police Service, a member of Council from the KLPS area not on the KLPS Board, the Detachment Commander for the City of Kawartha Lakes OPP, the Chair of the Community Policing Advisory Committee for the City of Kawartha Lakes OPP and a member of Council from the OPP Service Area not sitting on the CPAC,

THAT, the Mandate for this Task Force be to make recommendations to Council for the City of Kawartha Lakes relating to the state of policing in the City of Kawartha Lakes and the future affordability of this service, and

THAT, this Task Force report back to Council no later than the first Regular Meeting of Council in July of 2011.

BACKGROUND:

Since January 1st, 2001, Council for the City of Kawartha Lakes has struggled with escalating costs associated with policing within the municipality. The attached tables represent the costs over that time period.

In addition, Council has debated resolutions in that same time period to analyze this situation. Those resolutions include the following:

Council - February 12, 2002

- 4.5 Robert Bellamy, Chairperson **CC2002-04.4.5**
City of Kawartha Lakes Police Services Board
Report

Robert Bellamy reviewed with Council the City of Kawartha Lakes Police Services Board's Report. He noted that the Police Services Board recommends that Council retain a consultant to prepare an RFP for police services indicating the kind of service the City wants. The Board recommended that the RFP be circulated only to the Lindsay Police Service and the Ontario Provincial Police as an invitation to bid.

Moved by Councillor McGregor, seconded by Councillor Teel,

RESOLVED THAT the deputation by Robert Bellamy be received;

THAT a single police service be established for the new City of Kawartha Lakes;

THAT Council proceed, expeditiously, with the request for proposal for police services for the City of Kawartha Lakes as prepared by the Police Task Force;

THAT those service proposals be requested from the Ontario Provincial Police and the City of Kawartha Lakes Police Service; and

THAT an independent consultant be engaged to manage the entire request for proposal process, from issuance to analysis to decision by Council.

Mayor Truax asked Councillor Jack to take the Chair.

Moved by Mayor Truax, seconded by Councillor Robinson,

WHEREAS an RFP to establish a unified Police Service for the City of Kawartha Lakes could take a period of 12 to 15 months;

WHEREAS a decision to disband the Lindsay Police Service would require public hearings by OCCOPS before a disbandment order would become effective, and this could take 6 - 12 months;

WHEREAS there appear to be 3 options before Council: OPP, A CKL Police service or a hybrid service; and

WHEREAS to effectively measure the benefits and costs of the alternatives, a comprehensive RFP is required

NOW THEREFORE BE IT RESOLVED THAT the motion on the floor be amend to add the following:

(a) **THAT** the CAO and the Solicitor/Clerk prepare the Terms of Reference for a consultant to be chosen by Council to prepare a policing profile and an RFP;

(b) **THAT** Terms of Reference for a consultant to be engaged to assist in the preparation of the bid for City of Kawartha Lakes Police Service also be developed;

(c) **THAT** the policing profile and RFP Terms of Reference, as well as the Terms of Reference for the consultant to assist with the City of Kawartha Lakes Police Service bid, be encompassed in a report to Council by March 5, 2002; and

(d) **THAT** the costs be budgeted through the MRFP budget.

The amendment was put and DEFEATED

A recorded vote on the original motion was requested by Councillor McGregor.

Mayor Truax assumed the Chair.

Member	In Favour	Against
Councillor Ashmore	X	
Councillor Barrett	X	
Councillor Huke	X	
Councillor Jack	X	
Councillor Luff		X
Councillor Marsh		X
Councillor McGee		X
Councillor McGregor	X	
Councillor O'Reilly		X
Councillor Polito	Absent	Absent
Councillor Robertson	Absent	Absent
Councillor Robinson		X
Councillor Teel	X	
Councillor Villemaire		X
Councillor Warren	X	
Councillor White	X	
Mayor Truax		X
	8	7

CARRIED CR2002-120

CES – May 7, 2002 Recommendation

6.8 John Robison, Chief Administrative Officer
Request for Proposal – Consultants – Police Services

CAO2002-33

Moved by Mayor Truax, seconded by Councillor Barrett,

RECOMMEND THAT Report CAO2002-33, "Request for Proposal – Police Services", be received;

THAT the Request For Proposal for Consulting Services for the Selection of a Police Service Provider with the City of Kawartha Lakes be sent out to five selected vendors known for completing such an exercise;

THAT the Request For Proposal to Provide Consulting Support for Police Service Costing for the City of Kawartha Lakes Police Service Submission be sent out to five selected vendors know for completing such an exercise; and

THAT both Requests for Proposal be advertised locally and posted on the City website.

CARRIED C&E2002-71

Council – May 14, 2002

C&E2002-71

Moved by Councillor Marsh, seconded by Councillor Polito,

RESOLVED THAT Chief Randy Martin be requested to review the recommendations contained in report CAO2002-33, Request for Proposal – Police Services, and submit in writing to the Community and Emergency Services Committee a report with his comments.

DEFEATED

Moved by Councillor Warren, seconded by Councillor Jack

RESOLVED THAT Report CAO2002-33, “Request for Proposal – Police Services”, be received;

THAT the Request For Proposal for Consulting Services for the Selection of a Police Service Provider with the City of Kawartha Lakes be sent out to five selected vendors known for completing such an exercise;

THAT the Request For Proposal to Provide Consulting Support for Police Costing for the City of Kawartha Lakes Police Service Submission be sent out to five selected vendors known for completing such an exercise; and

THAT both Requests for Proposal be advertised locally and posted on the City website.

(Note to Minutes: The meeting adjourned during debate of this matter without the question having been put.)

Council May 16, 2002

C&E2002-71

Moved by Councillor Marsh, seconded by Councillor McGee,

RESOLVED THAT Report CAO2002-33, Request for Proposal – Police Services, be received; and

THAT the Request for Proposal for Consulting Services for the Selection of a Police Service Provider with the City of Kawartha Lakes be sent out to five selected vendors known for completing such an exercise.

CARRIED CR2002-530

Moved by Councillor Marsh, seconded by Councillor O’Reilly,

RESOLVED THAT the Request for Proposal to Provide Consulting Support for Police Costing for the City of Kawartha Lakes Police Services Submission be sent out to five selected vendors know for completing such an exercise; and

THAT Chief Martin be given the opportunity to review and comment through the Community and Emergency Services Committee to Council.

A recorded vote was requested by Councillor McGregor.

Member	In Favour	Against
Councillor Ashmore	X	
Councillor Barrett	Absent	Absent
Councillor Huke	X	
Councillor Jack	X	
Councillor Luff		X
Councillor Marsh	X	
Councillor McGee		X
Councillor McGregor		X

Councillor O'Reilly	X	
Councillor Polito		X
Councillor Robertson	Absent	Absent
Councillor Robinson	X	
Councillor Teel	Absent	Absent
Councillor Villemaire	X	
Councillor Warren	X	
Councillor White	Absent	Absent
Mayor Truax	X	
	9	4

CARRIED CR2002-531

Moved by Councillor Polito, seconded by Councillor O'Reilly

RESOLVED THAT the Police Association and Civilian Association Groups be also given the opportunity to review the RFP and comment to Council through the Community and Emergency Services Committee.

A recorded vote was requested by Councillor McGregor.

Member	In Favour	Against
Councillor Ashmore		X
Councillor Barrett	Absent	Absent
Councillor Huke	X	
Councillor Jack		X
Councillor Luff	X	
Councillor Marsh		X
Councillor McGee	X	
Councillor McGregor	X	
Councillor O'Reilly		X
Councillor Polito	X	
Councillor Robertson	Absent	Absent
Councillor Robinson		X
Councillor Teel	Absent	Absent
Councillor Villemaire	X	
Councillor Warren	X	
Councillor White	Absent	Absent
Mayor Truax		X
	7	6

CARRIED CR2002-532

CES – July 22, 2002 Recommendation

4.1 Randy Martin, Chief of Police
City of Kawartha Lakes Municipal Police Service

C&E2002-13.4.1

Randy Martin attended the Committee meeting to answer any questions the Committee members may have pertaining to report CAO2002-53 that is on today's agenda. Chief Martin stated that he believes there should be continuity in whom the consultant (retained to assist the Lindsay Police Association in completing an RFP for one police service in the City of Kawartha Lakes) responds to and that he should be that contact person.

- 4.2 Tom Hickey, President, Lindsay Police Association **C&E2002-13.4.1**
Police Consultant RFP Process

Randy Johnson, Secretary/Treasurer of the Lindsay Police Association made a presentation to Committee pertaining to its role in the Request for Proposal for the selection of a Consultant to assist in the selection of a Police Service Provider. Mr. Johnson stated that the Lindsay Police Association endorses the terms of referenced contained in Appendix B to report CAO2002-53

A copy of the Lindsay Police Association presentation is available in the Solicitor/Clerk's department.

Moved by Councillor Barrett, seconded by Councillor Villemaire,
RECOMMEND THAT the deputation by Randy Martin and Randy Johnson be received.

CARRIED C&E2002-112

- 8.2 Judy Currins, Communications & Research Coordinator **CAO2002-53**
Second Update on the Request for Proposal for
Consulting Support to the City of Kawartha Lakes
Police Service

Moved by Mayor Truax, seconded by Councillor Barrett,
RECOMMEND THAT Report CAO2002-53, "Second Update on the Request for Proposal for Consulting Support to the City of Kawartha Lakes Police Service", be received; and

THAT the Request for Proposal to Provide Consulting Support for Police Costing for the City of Kawartha Lakes Police Services Submission as amended and attached to this report as Appendix "B" be sent out to three selected vendors known for completing such an exercise.

CARRIED C&E2002-114

Council – July 23, 2002

- 4.1 Ken Found on behalf of Chris Karkabasis, Fred DeNure **CC2002-21.4.1**
and Bob DeShane
Policing in the City of Kawartha Lakes

Ken Found attended Council on behalf of a group of citizens who are concerned about policing for the City. He stated that the group of citizens supports the quality of service currently being received from the Lindsay Police, that they appreciate the City providing this service and that they wish to continue with the hybrid police service delivery. Mr. Found stated that if the decision pertaining to police service delivery was reversible the group of citizens would not be concerned, however, if a decision is made to eliminate the Lindsay Police Service and receive policing from the Ontario Provincial Police only, they believe that decision will be irreversible.

Moved by Councillor McGee, seconded by Councillor Robinson,
RESOLVED THAT the deputation by Ken Found be received;

THAT the following motion carried by resolution number CR2002-120 at the February 12, 2002 Council meeting be rescinded:

“THAT a single police service be established for the new City of Kawartha Lakes;
THAT Council proceed, expeditiously, with the request for proposal for police services for the City of Kawartha Lakes as prepared by the Police Task Force;
THAT those service proposals be requested from the Ontario Provincial Police and the City of Kawartha Lakes Police Service; and
THAT an independent consultant be engaged to manage the entire request for proposal process, from issuance to analysis to decision by Council”; and
THAT Council support a hybrid policing system.

After discussion, Councillors McGee and Robinson requested that the above motion be placed as a 'Notice of Motion' today for consideration on the next Council agenda. Mayor Truax advised that this Notice of Motion would be added to the August 6, 2002 Special Council meeting agenda.

**Moved by Councillor McGee, seconded by Councillor Luff,
RESOLVED THAT** the deputation by Ken Found be received.

CARRIED CR2002-799

**Moved by Councillor Villemaire, seconded by Councillor O'Reilly,
RESOLVED THAT** no further action be taken pertaining to the issue of the Requests for Proposal for consultants until the notice of motion has been debated and resolved.

A recorded vote was requested by Councillor McGregor.

<i>Member</i>	<i>In Favour</i>	<i>Against</i>
Councillor Ashmore	X	
Councillor Barrett	X	
Councillor Huke		X
Councillor Jack	X	
Councillor Luff	X	
Councillor Marsh	X	
Councillor McGee	X	
Councillor McGregor		X
Councillor O'Reilly	X	
Councillor Polito	X	
Councillor Robertson	Absent	Absent
Councillor Robinson	X	
Councillor Teel		X
Councillor Villemaire	X	
Councillor Warren		X
Councillor White	X	
Mayor Truax	X	
	12	4

CARRIED CR2002-800

**Moved by Councillor Robinson, seconded by Councillor Villemaire,
RESOLVED THAT** Report CAO2002-53, Second Update on the Request for Proposal for Consulting Support to the City of Kawartha Lakes Police Service, be received.

CARRIED CR2002-829

Council – August 6, 2002

3.3 Tom Hickey

CC2002-22.3.3

Police Services Issue

Tom Hickey, President of the Lindsay Police Association, attended Council to express the views of the members of the Association pertaining to the future of Policing in the City of Kawartha Lakes. The members of the Association are concerned that if Council chooses to continue with a hybrid police service delivery, that the one-time transition funding for policing will not be available at a future date. It is the opinion of the members of the Association that one municipal police force for the City of Kawartha Lakes should be the choice made by Council.

Moved by Councillor Marsh, seconded by Councillor Jack,
RESOLVED THAT the deputation by Tom Hickey be received.

CARRIED CR2002-862

3.4 Ken Found

Police Services Issue

CC2002-22.3.4

Ken Found attended Council to reiterate the contents of his letter dated July 31, 2002, and to answer any questions the committee members may have for him. A copy of Mr. Found's written deputation is available in the Clerk's department for review.

Moved by Councillor O'Reilly, seconded by Councillor Ashmore,
RESOLVED THAT the deputation by Ken Found be received.

CARRIED CR2002-863

Councillor Robertson returned to the Committee meeting.

Councillor Robertson left the Victoria Room during discussion of Item 5.1 due to his previously declared pecuniary interest.

5.1 Faye McGee, Councillor
Notice of Motion

CC2002-22.5.1

Moved by Councillor McGee, seconded by Councillor Luff,
RESOLVED THAT the following motion, carried by resolution number CR2002-120 at the February 12, 2002 Council meeting, be rescinded:

“**THAT** a single police service be established for the new City of Kawartha Lakes;

THAT Council proceed, expeditiously, with the request for proposal for police services for the City of Kawartha Lakes as prepared by the Police Task Force;

THAT those service proposals be requested from the Ontario Provincial Police and the City of Kawartha Lakes Police Service; and

THAT an independent consultant be engaged to manage the entire request for proposal process, from issuance to analysis to decision by Council”; and

THAT Council support a hybrid policing system.

A recorded vote was requested by Councillor McGee.

<i>Member</i>	<i>In Favour</i>	<i>Against</i>
Councillor Ashmore	X	
Councillor Barrett		X
Councillor Huke		X
Councillor Jack	X	
Councillor Luff	X	
Councillor Marsh	X	
Councillor McGee	X	
Councillor McGregor		X
Councillor O'Reilly	X	
Councillor Polito	X	
Councillor Robertson	Absent	Absent
Councillor Robinson	X	
Councillor Teel		X
Councillor Villemaire	X	
Councillor Warren		X
Councillor White	X	
Mayor Truax	X	
	11	5

CARRIED CR2002-873

March 9, 2010 Council

8.3 Notice of Motion

Councillor Robinson put forward the following Notice of Motion which will be on the March 23rd Council Agenda for discussion.

WHEREAS, at the amalgamation of the City of Kawartha Lakes, a Task Force was established to explore the issue of providing police service to the municipality, and that after much consideration it was then decided that the new municipality would at least for a temporary period adopt a hybrid system of two police services;

AND WHEREAS, much time has lapsed since that decision and the cost of policing has escalated significantly;

RESOLVED THAT the Ontario Provincial Police be requested to provide a proposal for policing of the entire City of Kawartha Lakes, clearly setting out the costs of such services, and addressing the same levels of services now experienced throughout the municipality.

March 23, 2010

8.3 Notice of Motion

Councillor Robertson left the Council Chambers during debate on Item 8.3 due to his previously declared pecuniary interest.

Moved by Councillor Robinson, seconded by Councillor Ashmore,

WHEREAS, at the amalgamation of the City of Kawartha Lakes, a Task Force was established to explore the issue of providing police service to the municipality, and that after much consideration

it was then decided that the new municipality would at least for a temporary period adopt a hybrid system of two police services;

AND WHEREAS, much time has lapsed since that decision and the cost of policing has escalated significantly;

RESOLVED THAT the Ontario Provincial Police be requested to provide a proposal for policing of the entire City of Kawartha Lakes, clearly setting out the costs of such services, and addressing the same levels of services now experienced throughout the municipality.

A recorded vote was requested by Councillor Robinson.

Member	In Favour	Against
Councillor Elmslie	Absent	Absent
Councillor Yeo	Absent	Absent
Councillor Warren	X	
Councillor Robertson	Absent	Absent
Councillor Campbell	X	
Councillor Strangway	Absent	Absent
Councillor Junkin	X	
Councillor McGregor		X
Councillor O'Reilly		X
Councillor Marsh	X	
Councillor Luff		X
Councillor Hodgson		X
Councillor James		X
Councillor Ashmore	X	
Councillor Villemaire		X
Councillor Robinson	X	
Mayor McGee		X
	6	7

DEFEATED

Moved by Councillor Marsh, seconded by Councillor Warren,

RESOLVED THAT the hybrid policing service be the preferred option of policing for the City of Kawartha Lakes.

A recorded vote was requested by Councillor Marsh.

Member	In Favour	Against
Councillor Campbell		X
Councillor Strangway	Absent	Absent
Councillor Junkin		X
Councillor Hodgson	X	
Councillor James	X	
Councillor Ashmore		X
Councillor Villemaire		X
Councillor Robinson	X	
Councillor O'Reilly	X	
Councillor Marsh	X	
Councillor Luff	X	
Councillor McGregor		X

Councillor Elmslie	Absent	Absent
Councillor Yeo	Absent	Absent
Councillor Warren	X	
Councillor Robertson	Absent	Absent
Mayor McGee	X	
	8	5

CARRIED CR2010-332

This report is submitted to authorize the persons responsible for policing the City of Kawartha Lakes to come together in a Task Force setting to analyze the state of policing in Kawartha Lakes and make recommendations to Council.

RATIONALE:

Over the past 10 years, many changes have occurred to policing in Ontario including legislative and regulatory change. In spite of these changes, performance measures in Kawartha Lakes have seen significant improvement in almost all areas relating to crime statistics in the Municipal Performance Measurement Program (MPMP) submissions to the Province from both policing services. While these statistics have been trending in the right direction, there is a cost associated with performance and the legislative and regulatory requirements imposed upon Ontario municipalities by higher levels of Government. The Ontario Municipal Partnership Fund contains funding specifically identified to address policing costs; however, escalating costs for policing place the Council and taxpayers in a position where we are obliged to engage our police services to make recommendations on how this service may be affordable in the future.

The Task Force, if authorized is encouraged to bring forward any and all recommendations in an effort to strengthen the provision of police services and provide for an action plan to achieve affordability.

OTHER ALTERNATIVES CONSIDERED:

Council may choose to receive this report in which case, no further action will be taken or Council may choose to amend the recommendations contained within this report.

FINANCIAL CONSIDERATIONS:

The recommendations proposed in this report have no financial impact upon the current or future Operating and/or Capital Budgets for the City of Kawartha Lakes.

RELATIONSHIP OF RECOMMENDATION TO 2002-2012 VISION:

Good Government would dictate that a Task Force provides for a forum to have the state of policing in the City of Kawartha Lakes analyzed by those persons providing the service and report to Council with any recommendations.

REVIEW OF ACCESSIBILITY IMPLICATIONS OF ANY DEVELOPMENT/POLICY

Not Applicable

SERVICING COMMENTS:

Not Applicable

CONSULTATIONS:

Chief of Police
Detachment Commander
Chair, KLPS
Chair, CPAC

ATTACHMENTS:

Police Services Budget Report 2001 – 2003

Police Services Budget Report 2004 – 2011

Phone: 1-705-324-9411 extension 1320	E-Mail: rmcgee@city.kawarthalakes.on.ca
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Appendix II OCPC Protocol: Section 39 Budget Hearing

ONTARIO CIVILIAN POLICE COMMISSION: Protocol for Section 39 Budget Hearings

General Principles

The Police Services Act requires that budgetary disputes shall be determined by the Commission, “*after a hearing*”. This is a formal public proceeding governed by the provisions of the Statutory Powers Procedure Act and the Public Inquiries Act.

The two parties to the dispute are the board and municipal council.

Section 39(5) of the Act states: “*If the board is not satisfied that the budget established for it by the council is sufficient to maintain an adequate number of police officers or other employees of the police force or to provide the police force with adequate equipment or facilities, the board may request that the Commission determine the question and the Commission, shall, after a hearing, do so.*”.

In determining the question raised under Section 39(5) of the Act, the Commission addresses the primary issue:

Will the proposed estimates provide for adequate and effective police services that meet the needs of the community for the fiscal year in question?

Process for Obtaining Approval:

1. Forward to the Commission correspondence from the police services board, indicating the desire to have the Commission decide the question. Attach 3 copies of the relevant materials, including:
 - a. A copy of the proposed estimates, identifying the issues or items in dispute.
 - b. An outline of the process followed by the board and municipal council to debate the issues.
 - c. A written brief containing copies of any studies, cases or background material upon which the board or municipal council will rely.
 - d. An indication, in advance, of the intention to bring preliminary motions and the nature of such motions.
 - e. A list of proposed witnesses, knowledgeable about the proposed estimates, the nature of the items in dispute, any alternatives which may have been considered, their potential costs and the timing of any proposed expenditures.
 - f. Other materials that may be relevant or useful to the Commission in determining the issues outlined above.
 - g. Assurances that the information to be presented has been shared between the board and the municipality.
2. The Commission will convene a public hearing in the community. Two or three members of the Commission will preside. The hearing will be advertised in the local news media. At the hearing, the Commission invites the following to make presentations or respond to questions.

- a. Representatives for the police services board and the municipality - to describe the dispute, its anticipated impact on the community, and the attempts made to resolve it.
- b. Chief of Police - to respond to any questions from the Commission on the adequacy of the proposed estimates.
- c. The local police association - to address issues related to the adequacy of the proposed estimates.
- d. Zone Police Services Advisor, Public Safety Division, Ministry of Community Safety and Correctional Services - to respond to any questions from the Commission on the adequacy of the proposed estimates.
- e. Members of the public - to address issues related to the adequacy of the proposed estimates.

In addition to the parties listed above, the Commission informs other groups of its plan to hold a public hearing, such as the Police Association of Ontario, the Ontario Senior Officers Police Association, the Ontario Association of Police Services Boards, and the Ontario Association of Chiefs of Police and welcomes any relevant submission from those organizations at the hearing.

3. After concluding the hearing, the Commission will issue a written decision. Decisions are typically issued within a month.

The Act states: *“If the board is not satisfied that the budget established for it by the council is sufficient to maintain an adequate number of police officers or other employees of the police force or to provide the police force with adequate equipment or facilities, the board may request that the Commission determine the question and the Commission, shall, after a hearing, do so.”*

In determining the question raised under Section 39(5) of the Act, the Commission addresses the primary issue:

- *Will the proposed estimates provide for adequate and effective police services that meet the needs of the community for the fiscal year in question?*

Generally, the hearing is narrow in focus. It concentrates on the financial amounts needed to maintain the service. Included in the calculations may be the number of members, equipment and facilities required by the service. It does not include consideration of wages and benefits for either the members of the service or the board.

APPENDIX III POLICE SERVICES ACT, SECTION 31: RESPONSIBILITIES OF POLICE SERVICES BOARD

Section 31 of the *Police Services Act* outlines the responsibilities of the board.

A board is responsible for the provision of adequate and effective police services in the municipality and shall,

- (a) appoint the members of the municipal police force;
- (b) generally determine, after consultation with the chief of police, objectives and priorities with respect to police services in the municipality;
- (c) establish policies for the effective management of the police force;
- (d) recruit and appoint the chief of police and any deputy chief of police, and annually determine their remuneration and working conditions, taking their submissions into account;
- (e) direct the chief of police and monitor his or her performance;
- (f) establish policies respecting the disclosure by chiefs of police of personal information about individuals;
- (g) receive regular reports from the chief of police on disclosures and decisions made under section 49 (secondary activities);
- (h) establish guidelines with respect to the indemnification of members of the police force for legal costs under section 50;
- (i) establish guidelines for dealing with complaints under Part V, subject to subsection (1.1);
- (j) review the chief of police's administration of the complaints system under Part V and receive regular reports from the chief of police on his or her administration of the complaints system. R.S.O. 1990, c. P.15, s. 31 (1); 1995, c. 4, s. 4 (7); 1997, c. 8, s. 21 (1-3); 1997, c. 17, s. 8; 2007, c. 5, s. 9 (1).

The *Police Services Act* clearly outlines restrictions and/or provisions related to the Board's authority and responsibility.

Restriction

- (1.1)** Guidelines in respect of complaints made by members of the public under Part V shall not be established by the board unless they are consistent with,
- (a) any procedural rules or guidelines for the handling of public complaints established under clause 56 (1) (b) by the Independent Police Review Director; and
 - (b) any procedure, condition or requirement made by regulation under paragraph 26.4 of subsection 135 (1). 2007, c. 5, s. 9 (2).

Members of police force under board's jurisdiction

- (2)** The members of the police force, whether they were appointed by the board or not, are under the board's jurisdiction.

Restriction

- (3)** The board may give orders and directions to the chief of police, but not to other members of the police force, and no individual member of the board shall give orders or directions to any member of the police force.

Idem

- (4)** The board shall not direct the chief of police with respect to specific operational decisions or with respect to the day-to-day operation of the police force.

Training of board members

- (5)** The board shall ensure that its members undergo any training that the Solicitor General may provide or require.

Rules re management of police force

- (6)** The board may, by by-law, make rules for the effective management of the police force. R.S.O. 1990, c. P.15, s. 31 (2-6).

Guidelines re secondary activities

- (7)** The board may establish guidelines consistent with section 49 for disclosing secondary activities and for deciding whether to permit such activities. 1997, c. 8, s. 21 (4).

APPENDIX IV TERMS OF REFERENCE: OPP COMMUNITY POLICING ADVISORY COMMITTEE (CPAC)

MISSION:

The City of Kawartha Lakes, Community Policing Advisory Committee will represent Councils direct governance committee in relation to all Policing Services issues as related to the City of Kawartha Lakes Detachment of the Ontario Provincial Police, and its service delivery to those designated areas of the City of Kawartha Lakes.

BACKGROUND:

The City of Kawartha Lakes Detachment of the Ontario Provincial Police currently provides services to those designated areas of the City of Kawartha Lakes in accordance with Section 5.1 of the Police Services Act. The Police Services Act of Ontario provides for the establishment of a Community Policing Advisory Committee, specifically for Section 5.1 service delivery.

OBJECTIVES:

The Community Policing Advisory Committee will in accordance with the Police Services Act of Ontario advise the Detachment Commander of the City of Kawartha Lakes Detachment of the Ontario Provincial Police in relation to the establishment of goals, objectives and priorities in the delivery of police services to those designated areas of the City of Kawartha Lakes. The Committee will abide by any terms and conditions which may be set out by the City's Council.

COMPOSITION:

The Committee shall be comprised of a maximum of five (5) members of Kawartha Lakes council representing those areas serviced by the City of Kawartha Lakes Detachment of the Ontario Provincial Police. Committee members will be appointed by Council in accordance with established policy. The Committee shall appoint such executive positions as it deems necessary to ensure its operations, but shall include as a minimum, a Chair and a Vice-Chair. It is acknowledged that there are no per diems for any Committee positions and it is acknowledged that none of the above positions shall be paid for their services.

TERM OF APPOINTMENT:

In accordance with Section #5.1(7) of the Police Services Act of Ontario, members will be appointed to the Committee for a term not exceeding that of the council which authorized the appointment.

RESOURCES:

The City of Kawartha Lakes Detachment of the Ontario Provincial Police will provide support in the form of advice, day-to-day liaison with the City, updates on program and promotional ideas and initial assistance in their implementation to the degree resources are available. The Department will also assist in the preparation and submission of budget requests/grant submissions should the committee or service become eligible.

STAFF ASSIGNED:

Staff from the City of Kawartha Lakes Detachment of the Ontario Provincial Police will be available to assist the Committee as outlined under "Resources" and to attend meetings of the Committee upon request.

TIMING OF MEETINGS:

Meetings will be held on a bi-monthly basis (4 per year), on a set day and time as may be determined by the Committee or at the call of the Chair.

REPORTS:

Minutes of all meetings of the Committee shall be forwarded to the Clerk, and in turn will be forwarded to the Cities "Community and Emergency Services Committee" for information purposes in accordance with established policy.

ADMINISTRATION:

Any responsibilities not clearly identified within these Terms of Reference shall be the responsibility of the City of Kawartha Lakes. Council may, at its discretion, change the Terms of Reference for this Committee/Board at any time. Any changes proposed to these Terms of Reference by the Committee/Board shall be recommended to Council by the Community Policing Advisory Committee (CPAC) through a report from the Detachment Commander to the appropriate Committee of Council.

APPOINTMENT OF OFFICERS:

The Community Policing Advisory Committee shall, at its first meeting in each year, elect from its membership a chairperson, and a vice-chairperson. In the event that there is a staff liaison appointed pursuant to Staff Appointment, that person shall serve as the Secretary.

MEETINGS; PROCEDURES:

The Committee shall hold a minimum of four (4) meetings in each calendar year. The Chair shall cause notice of the meetings, including the agenda for the meetings, to be provided to members of the Committee a minimum of three (3) business days prior to the date of each meeting. Quorum for meetings shall consist of a majority of the members of the Committee. A copy of the Agenda shall be provided to the Clerk's office.

PROCEDURES:

Meetings of the Committee shall be governed by Robert's Rules of Order, Procedural By-law and Legislation.

CLOSED MEETINGS:

The Committee may, upon affirmative vote of the majority of its members present at a meeting, determine to hold any meeting or part of a meeting as a closed session in order to discuss sensitive personal issues or legal matters. If the Committee elects to hold a closed session, all persons not entitled to vote (with the exception of visiting members of council, staff liaison, if any, and all persons excepted by the members) shall vacate the premises where the meeting is taking place. Closed meetings can only be held in accordance with Section 239 of the Municipal Act.

CONFLICTS OF INTEREST:

Members shall abide by the rules outlined within the municipal Conflict of Interest Act and shall disclose the pecuniary interest to the Secretary and absent himself or herself from meetings for the duration of the discussion and voting (if any) with respect to that matter.

ERRORS/OMISSIONS:

The accidental omission to give notice of any meeting of the Committee to its members, or the non-receipt of any notice by any member, or any error in any notice that does not affect its substance, does not invalidate any resolution passed or any proceedings taken at the meeting. Any member of the Committee may at any time waive notice of any meeting.

MEETING ATTENDANCE:

Any member of the Committee, who misses three consecutive meetings, without being excused by the Committee, may be removed for the Committee. The Committee must make recommendations, by a report to Council for the removal of any member.

LOCATION OF MEETINGS:

The location of meetings will be set by the Committee, rotating through City Service Centers on a regular basis.

PURCHASING POLICY:

All Committees that have purchasing responsibilities shall follow the Procurement Policy of the City unless another purchasing policy has been endorsed by Council.

BUDGET:

Committees will not be responsible for a budget unless Council approves their budget and delegation of responsibility to the Committee through the Committee's Terms of Reference.

VOLUNTEER POSITIONS:

Unless approved by Council, as part of the Terms of Reference or establish by-law, all committee members are considered volunteer positions. Mileage costs and other minor expenses related to committee activities may be eligible for reimbursement subject to budget approvals by Council.

ACTIVITIES AND RESPONSIBILITIES:

- a) To make recommendations to council on various issues related to the Committee.
- b) To advise council on strategy, policies and procedures to achieve Councils agenda.
- c) To advise the Detachment Commander of the City of Kawartha Lakes Detachment of the Ontario Provincial Police in respect to the establishment of goals and objectives in the delivery of its service.
- d) To receive regular reports from the Detachment Commander of the City of Kawartha Lakes Detachment of the Ontario Provincial Police in relation to the Detachments service delivery and administration.
- e) To review any governmental reports and programs, and advise council of any impacts of those reports for the City.
- f) To prepare, by October 15th of each year a projected budget and work program for the succeeding year, for presentation to and adoption by, Council during the budget presentation process.

EXPULSION OF MEMBER:

The Committee may recommend to Council the expulsion of a member for reasons as listed, but not limited to the member being in contravention of the Municipal Act, the Municipal Freedom of Information and Protection of Privacy Act, the Provincial Offences Act, the Municipal Conflict of Interest Act; disrupting the work of the Board/Committee or other legal issues.

APPENDIX V OMPF FUNDING 2005-2011

	2005	2006	2007	2008	2009	2010	2011
Ontario Municipal Partnership Fund (OMPF)							
2005 to 2011							
Rural Communities Component	4,352,989	4,287,383	3,895,528	5,650,400	5,687,400	5,686,800	5,724,000
Northern and Rural Social Programs	314,435	686,652	1,427,444	1,023,600	1,153,500		
Police Service Grant	1,270,486	1,673,744	1,738,760	2,142,200	2,980,800	2,320,900	3,204,300
	5,946,910	6,638,779	7,061,732	8,816,200	9,831,700	8,007,700	8,928,300
Received in year	5,813,561	6,636,780	7,061,732	7,872,400	8,091,400	8,007,700	8,928,300
Annual Reconciliation	133,349	-	-	943,800	1,740,300		
	5,946,910	6,636,780	7,061,732	8,816,200	9,831,700	8,007,700	8,928,300
Expenses per Service:							
OPP	4,012,620.00	3,700,872.00	3,391,556.00	4,066,231.00	4,869,190.00	5,172,421.00	5,461,080.00
Kawartha Lakes Police	4,885,577.00	5,322,609.00	6,034,115.00	6,017,413.00	6,898,283.00	7,002,651.00	7,974,287.00
	8,898,197.00	9,023,481.00	9,425,671.00	10,083,644.00	11,867,473.00	12,175,072.00	13,435,367.00
OMPF Received by Service:							
OPP	570,568.87	686,472.31	625,642.66	863,842.48	1,252,318.29	986,004.18	1,332,200.21
Kawartha Lakes Police	708,917.13	987,271.69	1,113,117.34	1,278,357.52	1,738,481.71	1,334,895.82	1,872,099.79
	1,279,486.00	1,673,744.00	1,738,760.00	2,142,200.00	2,990,800.00	2,320,900.00	3,204,300.00
Potential Reconciliation Amount							
						3,215,488.00	3,686,033.00
OMPF Received by Service:							
OPP						1,366,058.26	1,532,482.58
Kawartha Lakes Police						1,849,429.74	2,153,550.42
						3,215,488.00	3,686,033.00

APPENDIX VI OPP 2010 COSTING SUMMARY

O.P.P. COSTING SUMMARY - CITY OF KAWARTHA LAKES
Actual Policing Costs for the period
January 01, 2010 to December 31, 2010

Salaries and Benefits

Uniform Members	FTE*	\$	
Inspector	0.64	79,533	
Staff Sergeant-Detachment Commander	-	-	
Staff Sergeant	0.64	69,435	
Sergeant	2.57	244,028	
Constables	34.08	<u>2,826,277</u>	
Total Uniform Salaries			3,219,273
Overtime (Actual)			375,520
Contractual Payout (Vacation & Statutory Holidays)			137,482
Shift Premium			16,785
Benefits (23.7% of Salaries; 2% of Overtime)			<u>770,478</u>
Total Uniform Salaries & Benefits			4,519,537
Civilian Members	FTE*	\$	
Detachment Administrative Clerk	3.03	159,811	
Detachment Clerk - Typist	-	-	
Caretaker	1.67	74,595	
Communication Operators		181,464	
Prisoner Guards		<u>45,480</u>	
Total Civilian Salaries			461,350
Benefits (25% of Salaries)			<u>58,601</u>
Total Civilian Salaries & Benefits			519,952
OSS Pay and Benefit Charge			-
Total Salaries & Benefits			5,039,488

Other Direct Operating Expenses

Communication Center	8,345	
Operational Support	54,963	
RHQ Municipal Support	62,852	
Vehicle Usage	368,201	
Telephone	51,132	
Office Supplies	16,690	
Accommodation	17,335	
Uniform & Equipment	45,594	
Cleaning Contract	-	
Mobile Radio Equipment Maintenance	27,766	
Office Automation - Uniform	94,943	
Office Automation - Civilian	<u>4,091</u>	
Total Other Direct Operating Expenses		751,910
OSS ODOE Fee		<u>8,647</u>
Total Actual Gross Policing Cost		5,800,046
Provincial Services Usage		(642,645)
Offset Revenues Collected on Behalf of the Municipality		<u>(43,616)</u>

TOTAL ACTUAL POLICING COST	\$ 5,113,784
TOTAL AMOUNT BILLED	\$ 5,348,160
DIFFERENCE	\$ (234,376)
SEMI-ANNUAL RECONCILIATION CREDIT (if applicable)	\$ 23,807
FINAL YEAR END RECONCILIATION AMOUNT	\$ (210,569)

* FTE = Full Time Equivalent. Your municipality's portion of the total detachment cost is equivalent to the FTE shown which is based on your municipality's proportion of the detachment's workload.



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COST OF POLICING SERVICES

2010 ACTUALS

Details of the cost allocation methodology are set out in Regulation 420/97 pursuant to the Police Services Act.

The methodology apportions OPP policing costs to each lower tier municipality the OPP polices.

The actual number of officers and civilian members providing field services were used to reconcile actual costs for 2010.

Salary costs are determined by rank and classification. Overtime and contractual payouts are determined based on costs incurred during the year.

The actual Provincial Services usage by detachment was applied, with no minimum application. Provincial Services usage compensates municipalities for the deployment of officers from the detachment area to other areas in the province to respond to emergencies/disasters/major investigations or other occurrences deemed provincial responsibilities. A flat rate of 10% was used for the 2010 estimates.

Revenues collected on behalf of municipalities, where applicable, were reflected in the reconciliation to actual costs.

Individual municipality's actual costs for 2010 are determined by apportioning the detachment costs attributable to municipal policing provided to each municipality based on its proportion of the detachment workload.

The reconciliation to actual costs include:

- direct costs (e.g., salaries, wages and benefits of uniform and civilian members);
- equipment costs (e.g., vehicles, uniforms, supplies, radio equipment, computers);
- additional support personnel (e.g., communication operators and prisoner guards); and
- administrative support costs of the Regional and General Headquarters required to provide municipal services (e.g., municipal policing, finance and budgeting, human resources).

The reconciliation to actual costs exclude:

- cost of provincial responsibilities such as traffic patrol on King's Highways, waterways policing, policing in provincial parks, unincorporated areas, First Nations Territories, and municipalities providing their own policing services; and
- mandated special services such as major criminal investigations and investigative support services.

Appendix VII Budget Information

CITY OF KAWARTHA LAKES
BUDGET PERFORMANCE TO AUGUST 31



GL5410
 Date : Sep 16

For Period Ending 31-Aug-2011

2011 POLICE STATEMENT	APPROVED	ACTUAL TO	BUDGET	% OF BUDGET	ACTUAL
	2011 BUDGET	AUG 31, 2011	REMAINING	SPENT	2010
Kawartha Police Services					
Revenues	(1,114,711.00)	(578,017.77)	(536,693.23)	51.85	-1,205,455.43
Expenses	7,898,191.00	5,079,778.73	2,818,412.27	64.32	7,318,492.92
Total Kawartha Police Services	6,783,480.00	4,501,760.96	2,281,719.04	66.36	6,113,037.49
Ontario Provincial Police Services					
Revenues	(150,000.00)	(173,160.00)	23,160.00	115.44	-603,384.02
Expenses	5,503,372.00	3,695,410.73	1,807,961.27	67.15	5,172,420.63
Total Ontario Provincial Police Serv	5,353,372.00	3,522,250.73	1,831,121.27	65.79	4,569,036.61

APPENDIX VIII FRAMEWORK AGREEMENT BETWEEN KLPS AND OPP

FRAMEWORK AGREEMENT FOR SERVICES

BETWEEN:

**THE CITY OF KAWARTHA LAKES POLICE SERVICES BOARD
(hereinafter “the Board”)**

- and -

**THE COMMISSIONER OF THE ONTARIO PROVINCIAL POLICE
(hereinafter “the O.P.P.”)**

WHEREAS Ontario Regulation 3/99 (“the Adequacy Regulation”) made under the *Police Services Act* (the *Act*) is to come into force on January 1, 2001;

AND WHEREAS the Adequacy Regulation requires that all municipalities provide adequate and effective policing within their jurisdictions;

AND WHEREAS a cooperative approach will ensure that additional policing costs are neither downloaded to municipalities nor uploaded to the Province;

AND WHEREAS the *Act* and the Adequacy Regulation permit the Board to enter into agreements to obtain certain policing services;

AND WHEREAS subsection 7(3) of the *Act* permits the Board to enter into agreements with the Commissioner of the Ontario Provincial Police;

AND WHEREAS the Ontario Provincial Police wishes to assist the Board in meeting its obligations under the Adequacy Regulation;

NOW THEREFORE pursuant to subsection 7(3) of the *Act* the parties hereto agree as follows:

DEFINITIONS

For the purposes of this Agreement, the following terms have the meanings ascribed below:

- (a) "Agreement" includes all articles, schedules, and appendices attached hereto;
- (b) "Board" means the City of Kawartha Lakes Police Services Board;
- (c) "Chief" means the Chief of Police of the Lindsay Police Service;
- (d) "Commissioner" means the Commissioner of the O.P.P.;
- (e) "Detachment Commander" means the O.P.P. Officer in charge of the City of Kawartha Lakes Detachment;
- (f) "Mutual Aid" means assistance that the parties provide to each other in emergent situations, and on a cooperative and regular basis, as further set out in *Schedule D*;
- (g) "Regional Commander" means the O.P.P. Officer in charge of the Central Region;
- (h) "Services" provided by the OPP include:
 - (i) "Provincial Service" means those services that are provided by the OPP under Section 19 of the *Police Services Act*, and in particular the investigative services as outlined in *Schedule A*;
 - (ii) "Specialized Service" means those highly specialized services that are not considered part of front-line service delivery, and that do not fall within the criteria of provincial services or requirements under the *Police Services Act* for the O.P.P. to provide to all police services, as outlined in *Schedule B*;
 - (iii) "Basic Service" means those services that the municipal police force would be expected to provide on a day to day basis to meet minimum service delivery requirements, as outlined in *Schedule C*.

SCHEDULE A- PROVINCIAL SERVICES

The O.P.P. provides the following investigative services as provincial resources pursuant to Section 19 of the Police services Act:

Provincial Weapons Enforcement Unit* - investigates importation and trafficking of illicit firearms/explosives.

Ontario Illegal Gaming Enforcement Unit – investigates illegal gaming across Ontario in partnership with a variety of police agencies and investigates all illegal gaming pertaining to Part VII of the Criminal Code within the Province of Ontario, with an emphasis on organized crime.

Provincial Auto Theft Team* - provides expert identification of vehicles and their component parts, investigates large scale, organized thefts of motor vehicles and construction equipment. This team is the lead agency in Ontario.

Provincial Special Squad* - is a joint police services unit comprised of intelligence officers of the OPP, Metro Toronto Police Force, Peel Regional Police and the RCMP. This Unit investigates the movement of organized crime members, suspected criminals and missing persons travelling on various airlines and coming in contact with related agencies such as Canadian and US Customs and Immigration, Ministry of Transport, rental car agencies, etc.

Provincial Level Drug Enforcement* - investigation of importation and trafficking that is almost without exception, multi-jurisdictional. The section initiates the majority of proceeds of crime investigations in Ontario.

Anti-Rackets Investigation* - investigates/case manages enterprise crime, including frauds and municipal and judicial corruption involving secret commissions.

Behavioural Sciences Services* – investigative support of a psychological and behavioural nature, specifically Criminal Investigative Analysis, Threat Assessment, and Violent Crime Linkage Analysis.

Project “P” – deals with the manufacture, sale and distribution of obscene material within Ontario and also investigates the communication of statements which willfully promote hatred towards a person of an identifiable group.

Emergency Based Air Services – to assist in emergent search and rescue initiatives and to provide support and assistance to specialized police units during crimes in progress or emergent situations.

Chief Firearms Office - The Chief Provincial Firearms Officer represents the Solicitor General in all firearms matters and administers Canada's gun control program in Ontario.

Private Investigators and Security Guards Section – administers and enforces provisions of the Private Investigators and Security Guards Act, licences, regulates and investigates the activities of private investigation and security guard agencies and licenced individuals, and conducts quasi-judicial hearings throughout the province to determine eligibility for licencing.

* *OPP services focused on multi-jurisdictional, organized, high level or complex crimes only*

SCHEDULE B - SPECIALIZED SERVICES

See individual service profiles:

Canine Program*
Tactics And Rescue Unit Program
Crisis Negotiation Program
Explosives Disposal Unit
Underwater Search And Recovery Unit
Public Order Unit – See Emergency Response Team Program Profile.
Major Incident Command
Polygraph Unit Program
Electronic Interception – See Technical Support Services Section Profile.
Surveillance – Physical*, Video And Photographic
Major Case Management

* Provided under Mutual Aid – Schedule D.

SCHEDULE C – BASIC MUNICIPAL SERVICES

The Ontario Province Police will make available the following basic services to the Lindsay Police Service:

Not Applicable

APPENDIX IX OCPD PROTOCOL: SECTION 40 ABOLITION REQUESTS

ONTARIO CIVILIAN POLICE COMMISSION: Protocol for Section 40 Abolition Requests

General Principles

This protocol is a guide for those considering a request to abolish a police service under Section 40 of the *Police Services Act*.

In considering such a request, the Commission addresses two primary issues:

- Does the proposed new arrangement appear to provide adequate and effective police services that meet the needs of the community? If in the view of the Commission it does not do so, the abolition will not be approved.
- In the proposed abolition, will the current members of the police service be dealt with on a fair and reasonable basis? If the members have not either reached a settlement or agreed to submit the matter to arbitration, the Commission has the authority to order arbitration.

It should be noted that under Section 40, the Commission does not decide between alternative proposals or assess which method of providing services will be most economical or otherwise preferred. That decision rests solely with the local community through the appropriate municipal Council. The Commission will, however, ask questions to assure itself that the municipal Council has approached their decision to request an abolition in a manner that has allowed for public input into that decision.

Process to seek approval:

1. Forward to the Commission a copy of the resolution passed by the Municipal Council indicating their desire to abolish the municipal police service and enter into a new arrangement for policing services. Attach 3 copies of the relevant materials, including:
 - a. The agreement to provide alternative police services and, in the case of an arrangement to receive policing by the Ontario Provincial Police, the costing proposal that has been accepted. This agreement must set out the final proposal for the new policing arrangement and address all relevant issues.
 - b. The details of the process followed by the municipality to obtain public input on the proposal.
 - c. Other materials that may be relevant or useful to the Commission in determining the issues outlined above.
2. After a full review of all the documentation the Commission will convene a public meeting in the community. Two or three members of the Commission will preside. The date and location will be advertised in the local news media. The Commission invites the following to make presentations and/or respond to questions including:
 - a. Representative for the municipal Council to describe the final proposal, its anticipated impact on the community, the public consultation process employed to help develop the initiative, and their acceptance of the agreement.

- b. Representative of the Ontario Provincial Police, if OPP contract policing is proposed, to describe the new policing arrangement.
- c. Representative of the municipal police services board to describe what arrangements, if any, are in place to deal with members of the police service whose employment may be terminated.
- d. Representative of the local police association to confirm that employment or severance arrangements are in place for all their members.
- e. Chief of Police to respond to any questions from the Commission on the adequacy of the proposed policing arrangement and to advise the status of his or her proposed termination or employment.
- f. Ministry of Community Safety and Correctional Services, Policing Services Division, Zone Advisor to discuss the adequacy of the proposed policing arrangement.
- g. Members of the public to address issues related to the adequacy of the proposed policing arrangement.

In addition to the parties listed above, the Commission informs other interested parties of its plan to hold a public meeting, such as the Police Association of Ontario, the Ontario Senior Officers Police Association, the Ontario Association of Police Services Boards, the Ontario Association of Chiefs of Police and the Ministry of Community Safety and Correctional Services and welcomes any relevant submissions from those organizations at the meeting.

- 3. After receiving and carefully considering all of the information regarding the proposed policing arrangement the Commission will issue a written decision.

For further information, contact the Commission at (416) 314-3004.

APPENDIX X OPP CONTRACT SERVICES – COSTING PROCESS



The following steps outline the costing process used by Contract Policing Section (CPS) to develop municipal policing costing proposals as well as the timelines involved. For more detailed information please contact CPS directly at (705) 329-6200.

Step One

Request for OPP costing, supported by a resolution by each municipal council* (or transition board where applicable), sent to the Minister, (MCSCS), Attention: The Manager, Contract Policing Section, Ontario Provincial Police, 777 Memorial Avenue, Orillia, Ontario, L3V 7V3.

Copies to stakeholders, including:

- Police Services Board (if applicable);
- Chief of Municipal Police Service (if applicable);
- Municipal Police Association (if applicable); and
- Business and Financial Services Bureau;
- Region/Detachment; and
- assigned Analyst.

* Note - For municipalities policed by the OPP on a non-contract basis, pursuant to S. 5.1 Police Services Act (PSA), the request for an OPP costing, supported by a resolution of each municipal council involved (or transition board where applicable), is sent directly to the Manager, Contract Policing Section.

Step Two

Response letter from the Ministry / OPP to council advising of decision is prepared and mailed with copies to stakeholders. CPS prepares, tracks and routes all costing request acknowledgement correspondence (15 days).

Step Three

Once the Ministry / OPP have approved the costing, CPS creates a file on the requesting municipality and the Case Manager will assign an Analyst to prepare the contract proposal. The assigned Analyst will act as the main contact for the Detachment Commander throughout the costing process. If the costing involves an upper tier municipality, or a municipal police service (RFP), or involves significant workload issues, a second Analyst may be assigned to assist as required.

CPS commences the costing process by:

- consulting with municipal officials and the community;
- requesting a deployment model run through channels,
- collecting and analyzing workload data;
- identifying required resources and their associated cost through the BFSB;
- identifying additional services required;

- preparing the proposal in concert with Contract Policing Financial Services; and submitting the proposal with approval sheet, through Detachment, Region, to the Bureau for review, approval and sign-off by the Manager, CPS, Commander of BFSB and OPP senior management (up to and including the Deputy Commissioner, Corporate Services, when the costing involves a municipal police force).

When completed the proposal, along with a tracking and approval sheet, is submitted to the Detachment Commander, forwarded to the Region and CPS for final review, sign-off and furtherance to OPP Senior Management (8-12 weeks).

Step Four

Following OPP Senior Management approval the proposal is forwarded through channels and provided to the respective Council for consideration by the Detachment Commander (5 days).

Step Five

If requested by Council, the Detachment Commander coordinates preparation of a presentation to explain provisions of the OPP costing proposal with the assistance of the Analyst (time required determined by municipality).

Step Six

Council may inform OPP of additional requirements to be included in the proposal. When significant changes are requested, some activities in Step 3 may be repeated (time required determined by municipality).

Step Seven

If Council votes to accept the proposal, it passes a resolution that is sent to the Minister, (MCSCS), and the OPP's CPS. CPS prepares acknowledgment correspondence to Council and sends copies of all correspondence to:

- Police Services Board (if applicable);
- Chief of Municipal Police Service (if applicable);
- Municipal Police Association (if applicable);
- Contract Policing Financial Services Unit; and
- Region / Detachment

(time required determined by municipality). *Note – If the costing is for a municipality policed pursuant to S. 5.1 PSA the agreement is drafted and provided to the municipality - proceed to Step 14.

Step Eight

Letter from the Minister, (MCSCS), prepared by CPS, acknowledging receipt of resolution is sent to the municipality (15 days from receipt of resolution).

Step Nine (municipal police service involved)

Pursuant to S. 40 PSA, the municipality must now request disbandment of its police service through the Ontario Civilian Commission on Police Services (OCCPS). The municipality must forward an information package to the OCCPS outlining the proposed new service and assurances that the new service will meet adequacy standards. The OPP will offer the municipality assistance with preparation of the information brief. If accepted, CPS, the Analyst and the municipality will cooperatively develop the respective information brief required by the OCCPS. Preparatory to the OCCPS hearing CPS will arrange for a Human Resources session with the affected officers to address any concerns related to the transition to OPP policing (time required determined by municipality).

Step Ten (municipal police service involved)

OCCPS will set a date for the disbandment hearing in the municipality following receipt of the pre-hearing package. The disbandment hearing is held before a panel appointed by the OCCPS for the purpose of determining:

- the adequacy of the service contained in the proposal; and
- fair and equitable treatment of the members of the municipal police service to be disbanded.

A limited number of representatives from both the Region and Section will attend the hearing, including, but not limited to, the involved Analyst(s), the Detachment Commander and the regional contract manager. Others may attend as deemed necessary at the discretion of the CPS Manager in consultation with the Regional Commander (time required determined by OCCPS).

Step Eleven (municipal police service involved)

The OCCPS provides its decision on the disbandment to Council and OPP (time required determined by the OCCPS).

Step Twelve (municipal police service involved)

Following approval by the OCCPS the OPP will commence transition activities through the Transition Coordinator, as follows:

- human resource issues – uniform and civilian members transferring to the OPP;
- lateral entry process – completion of all necessary administrative requirements for those eligible members seeking a rank above constable;
- training issues - orientation training, team leader transition training, and other training needs; and
- infrastructure issues – vehicles, accommodation, etc. (8 weeks)

Step Thirteen (municipal police service involved or enhancement requested)

Upon notice of approval of the OCCPS, CPS sends the finalized policing agreement to the Detachment Commander for furtherance to the municipality for signing. CPS ensures the blank contract, addendum and amending templates are current and revisits problematic clauses in co-operation with the Region, Financial Analyst and Legal Services Branch. The Transition Coordinator notifies all internal clients and sets the tentative start date of the contract in consultation with the municipality, Region, and Detachment (one to two weeks).

Step Fourteen

The municipality passes a by-law authorizing it to enter into the agreement (Ministry requirement) and returns all signed copies of the agreement with the by-law to CPS (time required determined by the municipality).

Step Fifteen (municipal police service involved or enhancement requested)

Upon receipt of the signed contract from the municipality, or a signed amending agreement if the municipality requests an enhancement to an existing contract, the Manager, Contract Policing Financial Services, in cooperation with the Case Manager, Analyst, Transition Coordinator and Regional Contract Policing Manager, the Contract Policing Financial Analyst will prepare an TB/MB 20 and forward same through channels to the Ministry on typically a quarterly basis. Following Ministry approval the TB/MB 20 is forwarded to Treasury Board and Management Board of Cabinet* for final approval (time required by MBC – usually up to 8 weeks).

* Note - The purpose of the TB/MB20 is to request release of funds into the OPP budget to cover the additional cost of the new or revised policing agreement.

Step Sixteen

In conjunction with the above step, CPS forwards the agreement and copy of municipal by-law authorizing the agreement to the Ministry, through Legal Services Branch, for approval by the Minister of the MCSCS and execution. Once signed, all copies of the agreement are returned to CPS for tracking, routing and filing of agreements and preparation of renewal correspondence. Copies of all agreements and correspondence are provided to the Region and Detachment (time required determined by Ministry).

Step Seventeen

The agreement commences on the stipulated date (if a municipal police service involved all officers that are hired by the OPP are sworn in). Contract maintenance is provided by the Detachment Commander in cooperation with the Regional Contract Manager and with the support of an Analyst as needed. The Regional Contract Manager, assigned Analyst(s) and the Detachment Commander support the contract by visiting with municipal officials, responding to queries, providing information e.g. overtime usage, hours dedicated to contract, with the support of the Manager and Financial Analysts of the Contract Policing Financial Services Unit. CPS will provide any necessary advice and guidance with respect to policy issues and support the Detachment Commander as required (one day).

